



**IFAD and Farmers' Organizations**

## **Partnership in Progress: 2016-2019**

Report to the seventh global meeting of the Farmers' Forum, in conjunction with the forty-third session of IFAD's Governing Council

**6-10 February 2020**

**Volume I: Overview and Conclusions  
Main Report**

The Farmers' Forum was created in February 2005 at a workshop organized by the International Fund for Agricultural Development (IFAD), the International Federation of Agricultural Producers (IFAP), La Via Campesina (LVC) and the Réseau des Organisations Paysannes et Producteurs Agricoles de l'Afrique de l'Ouest (ROPPA). Participants in the workshop agreed on a brief yet far-reaching statement that formed the basis of the Farmers' Forum initiative. A Steering Committee, composed of representatives of IFAD and seven networks of farmers and fishers, was then constituted to guide the process. It was agreed that the global meeting of the Forum would be held every two years, in conjunction with IFAD's Governing Council, and that national and regional consultations would be carried out between each global meeting.

The Farmers' Forum was thereby established as a permanent process of consultation and dialogue between farmers' and rural producers' organizations (FOs), IFAD and governments, focusing on rural development and poverty reduction. Its first global meeting was held in Rome in February 2006. At its conclusion, the Steering Committee agreed on a list of recommendations, which were presented to the IFAD Governing Council. In May 2006, the President of IFAD participated in the World Farmers Congress of IFAP in Seoul. In his keynote address to the Congress, he responded to the recommendations of the Farmers' Forum and made a number of commitments on behalf of the Fund. One of these was to monitor the progress in IFAD's engagement with FOs and to regularly report on it to the Farmers' Forum. This report, Partnership in Progress, is the instrument through which IFAD reports to the global meeting of the Farmers' Forum.

**Reporting on IFAD-FO partnership.** IFAD's previous "Partnerships in progress" reports to the Forum were prepared in February of 2008, 2010, 2012, 2014, 2016 presenting the evolution of IFAD's partnership with FOs over the bienniums 2006-2007, 2008-2009, 2010-2011, 2012-2013, and 2014-2015 respectively. Since it has been decided that regional farmers fora would be organized alternatively with the global forum, the present report reviews the evolution of this partnership over two bienniums 2016-2017 and 2018-2019.

## **Acknowledgement**

This report was prepared by Thierry Lassalle and Fanny Grandval (PMI) assisted by Antonella Cianciotta (PMI) and Ximena Noves (PMI) with a support for methodological aspects by Chiara Curcio and Jean Claude Rougou. Guidance and support were provided by Jean Philippe Audinet (PMI).

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## Abbreviations and Acronyms

ACAP	Appui conseil agricole paysan (agricultural extension farmers groups)
ACP	Africa, Caribbean and Pacific countries
AFA	Asian Farmers' Association for Sustainable Rural Development
AFD	Agence Française de Développement
AgriCord	Consortium of agri-agencies
AOPP	Association of Professional Farmers' Organizations
APFP	Asia Pacific Farmers Programme
APR	IFAD's Asia and Pacific Division
AROPA	Support to Farmers' Professional Organizations and Agricultural Services Project
ASAP	Adaptation for Smallholder Agriculture Programme
ASEAN	Association of South East Asia Nations
ASPRODEB	Senegalese Association for the promotion of grassroot development
CAPAD	Confédération des Associations des Producteurs Agricoles pour le Développement
CD	Country director (IFAD)
CLAEH	Latin American Centre for Human Economy
CNCPR	National Council of Concertation of Rural Producers of Chad
CNCR	National Council For Rural Consultation and Coopération (Senegal)
CNOP Mali	National Confederation of Farmers' Organizations of Mali
COPROFAM	Confederación de Organizaciones de Productores Familiares del MERCOSUR
COSOP	Country Strategic Opportunities Programme
CPM	Country Programme Manager
CPO	Country Programme Officer
CSO	Civil Society Organization
EAFF	Eastern Africa Farmers Federation
EC	European Commission
ESA	IFAD's East and Southern Africa Division
FAFO	Farmers' Forum
FAO	Food and Agriculture Organization of the United Nations
FO	Farmers' and Rural Producers' Organization
FO4ACP	Farmers Organizations for ACP
FUPRO	Federation of Benin Producer Unions
GAFSP	Global Agriculture and Food Security Programme
GC	Governing Council (IFAD)
IFAD	International Fund for Agricultural Development
IFOAM	International Federation of Organic Agriculture Movements
IICA	Inter-American Institute for Cooperation on Agriculture
INOFO	Intercontinental network of organic farmers' organizations
LAC	IFAD's Latin America and the Caribbean Division
LVC	La Via Campesina
MERCOSUR	Southern Cone Common Market (Mercado Común del Sur)
MMI	Missing Middle Initiative
MTCP	Medium Term Cooperation Programme with Farmers' Organizations in Asia
NEN	IFAD's Near East, North Africa, Europe and Central Asia division
NFO	National Farmer Organization
NGO	Non-governmental Organization
PAFO	Pan African Farmer's Organizations
PIFON	Pacific Island Farmers Organization Network
PMI	Sustainable production, markets and institutions Division (IFAD)
PROPAC	Subregional Platform of Farmers' Organizations of Central Africa
PROSPERER	Support Programme for Rural Microenterprise Poles and Regional Economies
RFAFO	Regional farmers' forum
RFO	Regional Farmers' Organization
ROPPA	Réseau des organisations paysannes et des producteurs agricoles de l'Afrique de l'Ouest
SACAU	Southern African Confederation of Agricultural Unions
SDC	Swiss Agency for Development and Cooperation
SFOAP	Support to Farmers' Organizations in Africa Programme
UCA	Uganda Cooperative Alliance

UMNAGRI	Union Maghrébine et Nord-Africaine des Agriculteurs
UNFFE	Uganda National Farmers' Federation
VNFU	Vietnam National Farmers' Union
WCA	IFAD's West and Central Africa Division
WRF	World Rural Forum
WU	Women's Union (Vietnam)

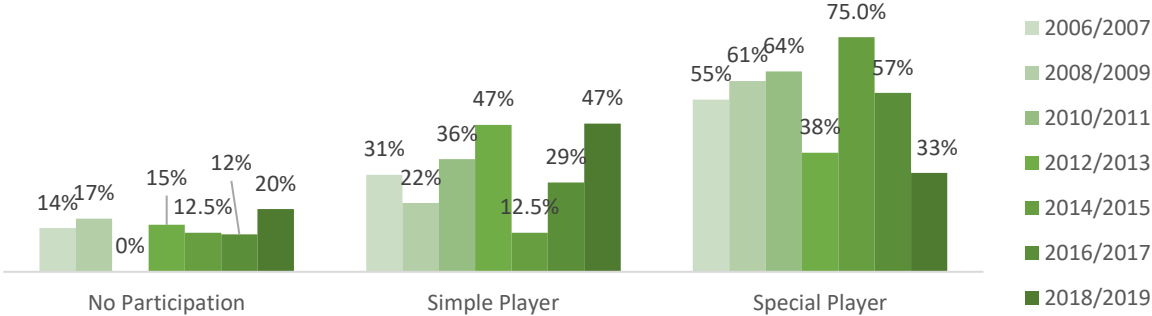
**Executive summary**

The 2020 Global meeting of the Farmers Forum is the first one after a 4-years period during which four regional FAFOs in Africa, Asia and Latin America were organized, as agreed at the 2016 global meeting. This session comes as IFAD went through deep reforms such as the decentralization of operational staff and the creation of sub-regional Hubs to come closer to its clients. As an input for this Global Meeting, this *Partnership in progress Report* assess the evolution of partnership between farmers’ organizations (FOs) and IFAD at national, regional and global levels over the 2016-2019 period. It provides both quantitative and qualitative analysis of this partnership. The quantitative analysis is based on a survey submitted to IFAD Country Directors and provides key trends of the partnership in IFAD COSOP and investment projects’ designs and implementation. It also provides an analysis of the grants portfolio supporting FOs and its key outcomes. For the first time, the Report takes stock of the experience of the regional FAFOs. Finally, and based on a review of several case studies, it proposes a qualitative analysis of IFAD-FOs partnership in its diverse aspects.

**Quantitative analysis of the country-level partnerships.**

**2016-2019 COSOP Formulation.** FOs participation in COSOP formulation is now a well-established norm, occurring in 88% and 80% respectively in 2016/17 and 2018/19. However the frequency of participation of FOs as “Special Players” has decreased in the last two bienniums from 75% in 2014-2015 to 33% in 2018-2019, while the share of “simple players” has increased from 12,5% to 47% in 2018-2019. Identification of target groups and of areas for policy dialogue with governments are the two main outcomes of FOs’ participation in COSOPs’ formulation. Policy dialogue is also the main role foreseen for FOs in the implementation of new COSOPs. This is in line with IFAD concern to strengthen its policy engagement at national level.

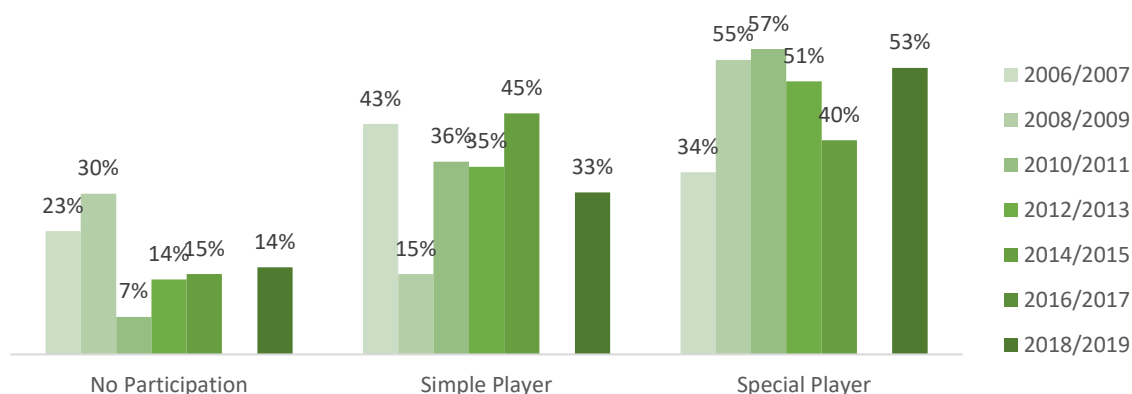
*Figure - Evolution of FOs participation in COSOP formulation over the past 14 years (2006-2019)*



**2018-2019 Project design.** National or local FOs have been involved in 86% of the 43 projects’ designs reviewed in the survey, confirming the stability of this collaboration over time. In 57% of the designs, FOs were profiled during the design process. For the first time, regional FOs networks were involved in the design of two projects. The top three modalities of involvement of FOs in projects design remain quite conventional through: (i) simple bilateral meetings held in the field or the capital (74%), (ii) participation in multi-stakeholder discussions (60%); (iii) specific workshops (35%). 93% of the new projects have planned to involve (at least some) FOs in project implementation.



### Evolution of FOs participation in the project design over the last 14 years

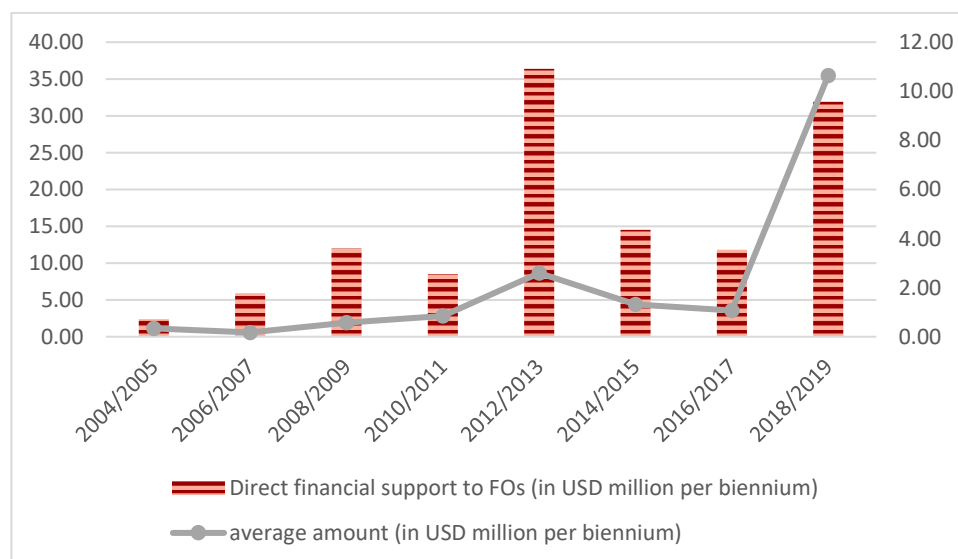


**Implementation of ongoing projects approved in 2016-2017.** FOs<sup>1</sup> have been involved in the implementation of 71% of the projects designed in the period 2016-2017. An important positive trend is the increase of participation of FOs in supervision missions, from 12% to 29% of the projects. In terms of operational roles, the involvement of FOs as “implementing partner” decreased from 70% to 30% of the projects. The survey could not capture how investment projects support FOs’ own businesses (through co-funding of business plans for example), and this reduced the possibility for CDs to report on important modalities that are more and more frequent in project design. The disparities between regions - more strategic roles for FOs in Sub-Saharan Africa (ESA, WCA) and Latin America - reflect historical trends where FOs traditionally interact with their respective governments.

### Quantitative analysis of IFAD grants to FOs during 2016-2019

**Overview of grants distribution and allocation.** During the two bienniums under review, 14 grants to FOs were approved for a total amount of US\$ 41 million. Data shows that the average number of grants per biennium remained constant, compared to the previous period (2014-2015), while the total amount rose considerably.

### Evolution of direct grants to FOs



**Regional grants to FOs co-financed by IFAD and EU cover almost the entire portfolio of grants approved during the period,** accounting for 93% of all direct financing to FOs. In 2019, both regional grants in Africa (SFOAP) and in Asia and Pacific (MTCP 2) were completed. Reports show that they

<sup>1</sup> 50% of these FOs are local farmers’ organizations

have achieved impressive results: enabling policy changes, increased institutional capacities of FOs and visibility, evolution of NFOs from a “mainly advocacy” function to more “business-oriented initiatives”. These regional programs have been instrumental to build the capacities of regional networks (RFOs) and NFOs to be more professional and accountable partners. The success of these programs has led to the design of new follow up initiatives supported by IFAD and the EU. The new programs in Africa, Caribbean and Pacific regions (FO4ACP, started) and in Asia (FO-ALA, to be approved soon) represent a real evolution with a focus on economic services and integration into value chain as well as an upscaling in terms of geographical coverage. For the first time, the geographical coverage is extended to the Caribbean (through the FO4ACP) and to South America (through the FO-ALA).

These programmes are based on a unique partnership between FOs, AgriCord, IFAD and the EU, including the ACP secretariat that is supporting the new FO4ACP. The SDC (co-financer of the previous SFOAP and of MTCP2) remains instrumental in supporting financially the FAFO process at global and regional levels. Last, but not least, the long-term partnership with AgriCord is renewed and will be instrumental in future programmes, in particular to build business capacities of local FOs.

**Other categories of direct grants to FOs** are focused on (i) global level advocacy spaces: facilitation of regional-FAFOs and support to UNDF process; (ii) IFAD mainstreaming themes (youth, gender and climate) and (iii) innovations through the GAFSP – Missing Middle Initiative.

### **Regional FAFO as new process to foster IFAD-FOs collaboration**

During the 6<sup>th</sup> global meeting of the FAFO (2016), important changes in the organization and governance of the FAFO process were agreed upon, including the introduction of regional Farmers’ Forums between global meetings in order to strengthen the Forum impact at country level. As a result, four regional FAFOs were organized between 2017 and 2019 in 4 regions (ESA and WCA, Asia-Pacific and LAC), gathering a total of 245 FOs’ leaders coming from 74 countries and 579 participants from IFAD, IFAD-funded projects’ staff, and other partners. One key outcome of the regional FAFOs are 55 national action plans presenting lists of activities to implement in order to further develop IFAD-FO’s partnership. The regional FAFO steering committee members as well as IFAD Country Directors provided a feedback on the value added of these regional FAFOs. The outcomes and impacts generated on the IFAD-FOs partnerships at country level were below expectations. However, considering the deep reform through which IFAD went in 2018-19, including re-assignment of many operational staff, CDs and FOs participants stressed that the regional FAFOs have added value compared to the Global FAFO on various aspects including: ownership, increased participation of FO leaders, more interactions with IFAD staff and IFAD projects’ staff, and a greater tribune for policy dialogue.

### **Qualitative Analysis of partnerships between IFAD and FOs: review of key features and modalities of the partnership**

The quantitative analysis of the partnership between IFAD and FOs shows a slight decrease in the quality or depth of the involvement of FO on new COSOPs and ongoing projects. However, the review of a number of national case studies on the partnerships has revealed several positive experiences that were not captured by the survey. Indeed, while the IFAD-FOs partnership has considerably evolved in 14 years, the survey methodology and indicators remained the same (for consistency purposes) and could not capture some new modalities of involvement of FOs in IFAD country programmes.

**Systematic and strategic involvement of FOs in IFAD’s country programs.** This is particularly true for the design of new strategies and investment projects. COSOPs are for FOs the entry point to foster partnership. National apex FOs definitely have a comparative advantage to identify relevant target groups for investment projects but also advocacy topics to tackle issues faced by smallholder family farmers in the local communities. The positive outcomes generated by apex FOs’ participation in designs has been highly recognized through the survey and it looks like it is for sure one of the impacts of regional grants to FOs particularly in Africa and Asia-Pacific. However, the survey revealed that important tools to collect FOs’ inputs in designs such as specific FOs’ workshops are less frequent. IFAD recently approved a new Framework for Operational Feedback from Stakeholders<sup>2</sup> and this is opening new opportunities.

**New features identified in the partnership.** In APR region, there has been a trend to go for formalization of the FOs-IFAD partnership to secure mutual commitment by signing MoUs or DoCs<sup>3</sup>. In

<sup>2</sup> <https://webapps.ifad.org/members/eb/127/docs/EB-2019-127-R-17.pdf>

<sup>3</sup> Memorandum of Understanding (MoU) and Declaration of Commitment (DoC) at country (Vietnam, Indonesia on the way) or regional (PIFON see Annex VIII) levels

West Africa and in the Pacific, IFAD and RFOs tested the approach to involve the Regional FO in the design mission and/or as future implementing partner<sup>4</sup>.

**Partnership with FOs in investment projects.** Many value chain development projects are providing direct funding to FOs' businesses plans. This is implemented through several models : (i) financing of FO business plans with FOs' contributing with a percentage and another percentage to be lend from a FI (several cases including the FDA of Madagascar); (ii) financing of joint Business Plans between FOs and private enterprises (Case of Benin PADAAM); (iii) promoting Public private producers organizations partnership (4P) approaches involving FOs (case in Uganda VODP); (iv) using NFOs to play a key role in bridging local FOs, project and Private sector (Madagascar AROPA and PROSPERER).

**The support to FOs' economic services has also been a focus of the regional FOs Programs** (SFOAP and MTCP2) and of the **GAFSP MMI projects**: one is about the development of the online platform E-Granary enhancing marketing of agricultural products; the other is funding FO youth members' business plans in poultry and aquaculture value chains, using grants as guarantee in a FI. Moreover, private sector pilot approaches are tested through the ABC Fund, with the expectation to expand these activities during IFAD12.

**Some IFAD investment projects are also introducing new approaches to build capacities of both local and national FOs.** This consists in supporting NFOs to manage capacity building of sub-national or local FOs (their members or not). This approach has several advantages: (i) it strengthens connections and linkages between NFOs and local FOs, (ii) it strengthen the capacities of NFOs in their core mandate, (iii) it enables the NFO to better connect with local FOs' issues and identify key areas of policy engagement dialogue, and (iv) it contributes to the sustainability of the projects' outcomes. This has been planned or implemented in several investment projects such as Chad REPER project (involving CNCPRT), Burundi projects (involving CAPAD), Tunisia PRODESUD, and in Vietnam (involving VNFU).

**Limits identified in Projects' implementation.** In some countries, projects management teams face difficulties to contract FOs through competitive process with strict procurement rules that *de facto* tend to exclude FOs. Implementing public investment projects requires a highly professional management and administrative capacity within NFO that may overcome the internal existing one. If project performance indicators become low, the reputation and credibility of the NFO may be negatively affected.

**Partnership between IFAD and FOs through grants.** Case studies and grant completion reports have highlighted that the support to NFOs received through the regional FO programs has enhanced FOs' participation in several IFAD country programs. The support to institutional development has improved the overall professionalization of the NFOs, tooling them with internal procedures and fiduciary management capacities. This led to their being more credible and efficient partners of Governments and donors. For example SFOAP-supported NFOs were able to develop 186 partnerships for a total amount of EUR 17 million raised, leveraging SFOAP funds by 2,14. FOs' capacities to influence public policy was also strengthened so that FOs are now sitting in several consultation bodies or mechanisms. On business support activities, two strong cases are highlighted in the report: the Burundi case where the NFO CAPAD recognizes how SFOAP has strengthened the organization to become a key partner for IFAD. CAPAD has played an increasing role in the successful implementation of IFAD funded projects in the country. It is the same with PIFON that recognized the important role of MTCP2 in developing close partnership with IFAD regional and country programs in the Pacific.

### Opportunities and way forward

Regarding the participation of FOs in IFAD COSOPs and Projects designs, Country Directors have recognized that FOs played an important role in the identification of target groups and policy engagement topics. There is room to propose more systematic financial support from IFAD to the NFOs or FOs platforms in the countries for the advocacy activities, particularly in the context of the UN Decade for Family Farming when national action plans involving NFOs are emerging in many countries. The new IFAD framework on "Stakeholder consultation and feedback mechanisms" is also an opportunity for FOs to push for deeper and more systematic consultation.

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<sup>4</sup> Case of ROPPA contribution in the new REDE project in Guinea Bissau, and PIFON contribution to the new IFAD project design in Samoa.

Regarding the participation of FOs in the implementation of investment projects, the financing of FOs' businesses plans is becoming a regular modality, particularly within value chain projects, and takes multiple forms. These experiences are demonstrating FOs capacity to implement activities with high impact on rural populations. Further documentation of these cases would be useful to shape IFAD 12 new financing instruments.

The key results and impacts of SFOAP in Africa and MTCP2 in Asia-Pacific demonstrated the role that regional grants to FOs played to build the capacities of RFOs and NFOs as professional and accountable partners for Governments, donors and private sector.

The regional FAFOs have been organized in most of the regions. It was reported by CDs and FOs participants that they added value compared to the Global FAFO on various aspects: ownership, increased participation of FO leaders, more interactions with IFAD staff and IFAD projects' staff, and a greater tribune for policy dialogue. Regional FAFOs are relevant venues with a lot of potential to provide continuous enhancement of IFAD-FO partnership closer to farmers' issues and to IFAD operations.

The partnership between FOs and IFAD has been delivering results on the policy environment for family farming. FOs are increasingly recognized for their contribution to public policy formulation and implementation. This is opening new opportunities as we enter the UN Decade of Family Farming. It seems that a good combination of regional FAFOs venue and regional FO grants can catalyze many opportunities for efficient and inclusive pro-poor partnerships in the future.

## Introduction

This report is the Partnership in Progress report to the 2020 Global Farmers' Forum (FAFO). This seventh session of the Global FAFO for the first time occurs after a 4-years period during which four regional FAFOs were organized as decided during the last 2016 FAFO. The 2020 Global FAFO also occurs at the term of a very deep transformation process within IFAD itself that was marked by the decentralization and the emergence of regional hubs. This "Partnership in Progress" report aims at assessing the evolution of the partnership between FOs and IFAD at national, regional and international level over the two bienniums 2016-2017 and 2018-2019.

The report takes stock of IFAD's different modalities of collaboration with FOs based on surveys submitted to IFAD Country Directors (CDs) and Country Programme Managers (CPMs) all over the five IFAD regions. It provides a quantitative analysis of modalities and trends of collaboration between FOs and IFAD within IFAD's operating instruments, namely: (i) IFAD country strategies' (COSOP) designs, IFAD investment projects' designs and IFAD investment projects' implementation (Section I), and (ii) IFAD direct grants to FOs (Section II). It also explores how the regional farmers' forums that were organized for the first time in four of the five regions<sup>5</sup> positively influenced the partnership between FOs and IFAD at regional and national levels (Section III). Case studies have been incorporated in the report as eye-openers to show how diverse and rich this collaboration has become, illustrating a genuine engagement of the organized rural civil society people. These case studies enable to draw a comprehensive analysis of IFAD's partnership with FOs in its diverse aspects (Section IV).

All along the report, the focus on the linkages between regional at national levels, as initiated in the previous Partnership in Progress report, recognizes the increasing complementarity between IFAD investment projects at national level, and the use of grant instrument at regional or national levels. The report emphasizes the ultimate importance to continue to back and rely on FOs to influence both the steering of the IFAD country programmes and their respective governments that borrowed public funds to implement investment projects for the benefit of the rural producers and citizens.

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<sup>5</sup> APR, ESA, LAC and WCA

**Section I Quantitative analysis of the country level Partnerships supported by new IFAD’s strategies, new and ongoing investment projects<sup>6</sup>**

This seventh session of the Global FAFO is the first session that has experienced a gap of four years as the last global FAFO in 2016 had decided to introduce decentralized regional Farmers’ Forums between global meetings in order to strengthen the Forum’s impact at country level. To report on the partnership between IFAD and FOs to the Global FAFO, a survey was sent to IFAD CDs / CPMs to collect their feedback on the involvement of FOs in the new IFAD COSOPs and investment projects at the country level. Whereas previous FAFO surveys for quantitative analysis had focused only on the involvement of FOs in new COSOPs and investment projects’ designs (with a section on FOs’ role in the foreseen implementation), the 2019 survey also included the review of FOs’ involvement in ongoing projects’ implementation for the projects designed in 2016-2017. Therefore, three types of surveys were submitted to CDs/CPMs to review IFAD-FOs’ partnership in:

- the new COSOPs approved in the 2016-2019 period
- the new projects approved in 2018-2019<sup>7</sup>.
- the ongoing projects approved in 2016-2017<sup>8</sup>.

This report proposes a new way to classify the modalities of FOs’ involvement in the implementation of IFAD investment projects and the quantitative analysis reflects this classification. It is based on a differentiated and increasing scale of responsibility and ownership for FOs<sup>9</sup>, as presented in the figure below:

<b>Strategic role</b>	1	Participation of FOs in supervision missions (field and/or wrap-up meeting)	
	2	Formal membership in the steering committee of the project	
<b>Operational role</b>	1	Inclusion of FOs in component(s) as direct beneficiaries of capacity building/institutional development activities	
	2	Involvement of FOs in components as service providers	
	3	Involvement of FOs in components as implementing partners	
	4	Assignment of full responsibility for the management of one or more components	

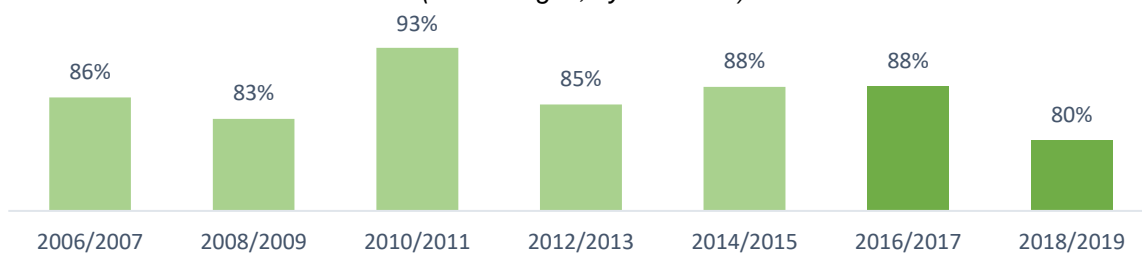
During the 2016-2019 period reviewed in this report, 55 new COSOPs (as compared to 8 under the 2014-2015 biennium) and 155 investment projects (as compared to 67 under the 2014-2015 biennium) were approved<sup>10</sup>.

**A. Evolving partnership in COSOP formulation**

**Farmers’ Organizations participation in COSOP design is becoming the norm:** FOs participation to COSOP formulation is becoming the norm and their involvement reaches 88% and 80% for each biennium respectively. The global percentage decreases to 80% mainly because 22% of the new COSOPs were designed in the NEN region where the level of interaction between IFAD and FOs is historically low, and where only 40% of new COSOPs reported to have involved FOs in their design. If NEN countries are ruled out from the data, 93% of COSOPs’ designs involved FOs during the last biennium.

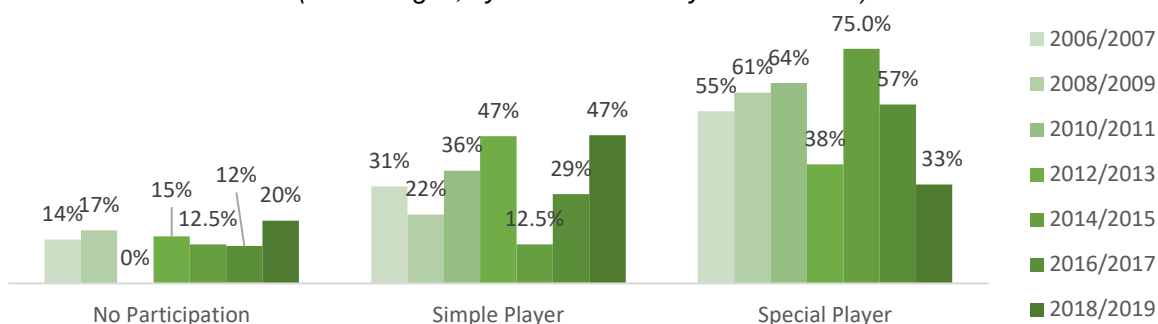
<sup>6</sup> See full methodology and detailed results including sample analysis in Annex I  
<sup>7</sup> The usual survey was conducted as done for each global FAFO to assess the FOs’ involvement in the projects’ designs and their foreseen roles in the implementation  
<sup>8</sup> Due the important turnover of IFAD CPMs/CDs in the last period, it would have been difficult to capture reliable information on the involvement of FOs in the design of these projects that took place 3-4 years ago.  
<sup>9</sup> Further details are provided in Annex I on the methodology  
<sup>10</sup> See full list of new projects and COSOPs approved in 2016-2019 in Annex II

**Figure 1: Evolution of FOs participation in COSOP formulation**  
(Percentages, by biennium)



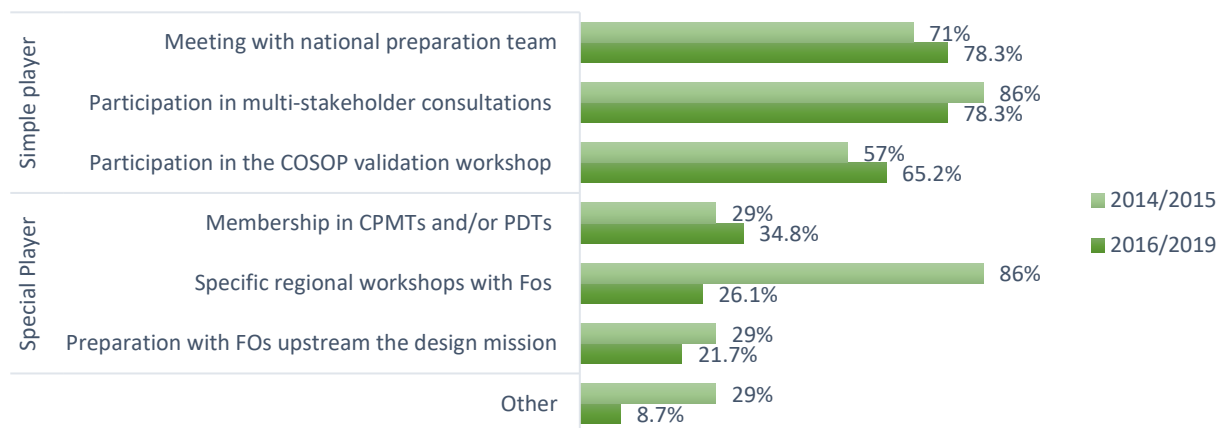
**Figure 2: Evolution of FOs participation in COSOP formulation over the past 14 years (2006-2019)**

(Percentages, by biennium and by classification)



**Decrease in quality of the involvement of FOs in COSOP design.** The dynamic of the involvement of FOs in COSOPs formulation, in terms of the type of players, seems to follow a cyclical trend. Over our period of analysis, the share of Special Players has decreased in the last two bienniums from 75% in 2014-2015 to 33% in 2018-2019, while the share of simple players has increased from 12,5% in 2014-2015 to 47% in 2018-2019.

**Figure 3: Involvement of FOs in the COSOP formulation: modalities**  
(Percentages, for the periods 2014-2015 and 2016-2019)



More specifically, in the last two bienniums, the top modalities of involvement of FOs in COSOPs designs are the “**Meeting with national preparation team**” and the “**Participation in multi-stakeholder consultations**”. Moreover, compared to the previous period 2014/2015, the “specific regional workshops with FOs”<sup>11</sup> modality has decreased drastically from 86% to 26%. It is also to be noted that the reduced time and resources made available to produce a COSOP may have contributed to avoid costly and time consuming modalities.

**FOs proactive for a better targeting of groups and policies.** The main improvements resulting from FOs’ participation in COSOP designs are in the area of the identification of target groups (56,5%) and

<sup>11</sup> Regional workshops are organised in the various regions of the country and are meant to feed the national workshop with contributions from regional and local farmers’ organizations.

the identification of areas of policy dialogue (47,8%). CPMs reported on concrete examples of positive outcomes of FOs' participation, as highlighted in the box below.

**Box 1: Concrete examples of positive outcomes of FOs' participation in COSOPs' designs**

**In Indonesia (APR)**, during consultation, FOs strongly suggested that IFAD expands operations in the whole country and this has been also endorsed by the Government. The COSOP 2016-2019 does not provide any geographical focus. IFAD will strengthen the capacity of rural institutions to deliver inclusive and accountable services, enabling smallholder producers to raise their productive and marketing capacity.

**In Argentina (LAC)**, during the workshop held to discuss future strategic directions with FOs, issues to be considered were the following: a) to deepen the consideration of the conservation of natural resources and the adaptation of family farmers to climate change, promoting alternatives such as the application of agroecological production methods and sylvo-pastoral systems; b) to promote new forms of access to rural financial services adapted to the conditions and characteristics of family farming, while continuing to support the expansion and improvement of successful methodologies developed by FOs; c) take into account non-agricultural activities.

**In Burkina Faso (WCA)**, FO representatives mainly advocated for further support to youth entrepreneurship. The ESOP model (entreprise de services et organisation de producteurs<sup>12</sup>) has been retained for dissemination within promising value chains where young farmers were already involved or interested in. FO representatives insisted on the importance to further invest in natural resources management (NRM) for organized value chain actors with the capacity to upscale through training of rainer for "paysans relais". This would eventually lead to reinforcing FOs in their role of extension services providers.

**In Lesotho (ESA)**, LENAFU was concerned to do something for youth, which is one pillar of the new design (SADP II), and they also wanted to engage more on the regulatory work that IFAD is doing, and IFAD national team consulted one of their member, LNWMGA, on policy discussions regarding the wool and mohair sector regulation.

**In Rwanda (ESA)**, the national FO, IMBARAGA, suggested to maintain focus on tailored capacity building, incorporating a graduation model and involvement of farmers' organizations' apex bodies. A holistic approach focusing on (i) social capital enhancement, (ii) production and productivity improvements, and (iii) development of cooperatives to access sustainable markets was adopted. Support will be given to forming and/or strengthening farmers' organizations, including cooperatives, water user associations, and their apex bodies. Farmer field schools will be used to train farmers in good agricultural practices.

Moreover, the **main benefits gained by FOs through their involvement in the COSOP designs** are related to (i) networking with other partners, like donors and other CSOs (89,5%), (ii) gaining visibility with government (78,9%) and (iii) linking with IFAD programmes (68,4%). This clearly illustrates the gain of visibility of national farmers' organizations (NFOs) in the countries. Compared to the previous period, the shares have increased for all the types of benefits. Additionally, despite a decrease in the quality of involvement of FOs in COSOP designs, we can see in the data collected that strategic collaborations are being looked for: in the past 4 years, FOs and IFAD have formalized their partnership through MoUs and Cooperation agreements (Vietnam, Pacific, Indonesia).

The foreseen role of FOs in the 2016-2019 COSOP implementation is mainly attributed to **policy dialogue with government**, in progression of 54 percentage points with respect to the biennium 2014-2015. The recent importance that IFAD Management gives to policy dialogue at national level is probably explaining this trend since a COSOP, as a strategic document, recognises FOs' role as key actors of policy dialogue with government.

## **B. Evolving Partnership in the Projects approved in the biennium 2018-2019**

FOs have been involved in 86% of the 43 projects' designs reviewed in the survey and 49 % of them are local FOs. Some interesting innovations were highlighted in the survey as per the implication of regional FOs both in projects' designs (case of PIFON that actively participated in the new IFAD project design in the Samoa) and as foreseen implementing partners in the future projects (case of ROPPA to play a role in REDE/Guinea Bissau). In 57% of the projects, FOs were profiled during the design process<sup>13</sup>.

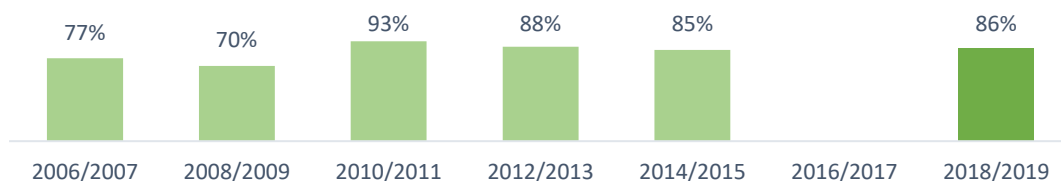
FOs participation in project design is rather stable between 80 and 90 % over the last decade, confirming the stability of this kind of collaboration over time.

<sup>12</sup> Services Enterprise and Farmers organisation

<sup>13</sup> Mainly by design team consultants for 86% of the case, as compared to the biennium 2014/2015, 63% of projects had a mapping of FO in the design process, of which 69% were undertaken by consultants in the team.

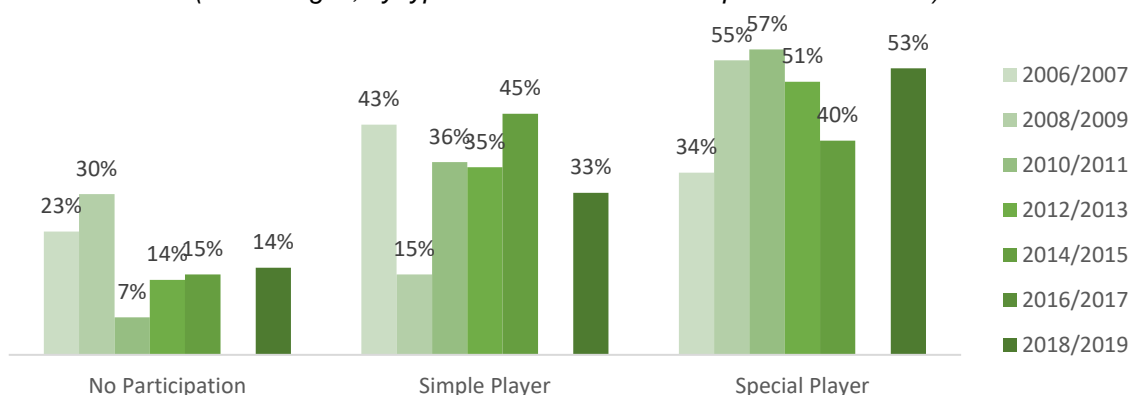


**Figure 4: Evolution of FOs participation in the project design over the last 14 years<sup>14</sup>**  
*(Percentages, by biennium for the period 2018-2019)*



**Improved quality of the partnership with FOs in the new projects' designs.** During the design of investment projects, FOs involved as Special Players have increased to 53% (with respect to 40% in the biennium 2014-2015). Moreover, according to the CPMs/CDs, in 81% of the projects, the involvement of FOs has significantly influenced the design.

**Figure 5: Evolution of FOs participation in the project design over the last 14 years**  
*(Percentages, by type of involvement for the period 2018-2019)*

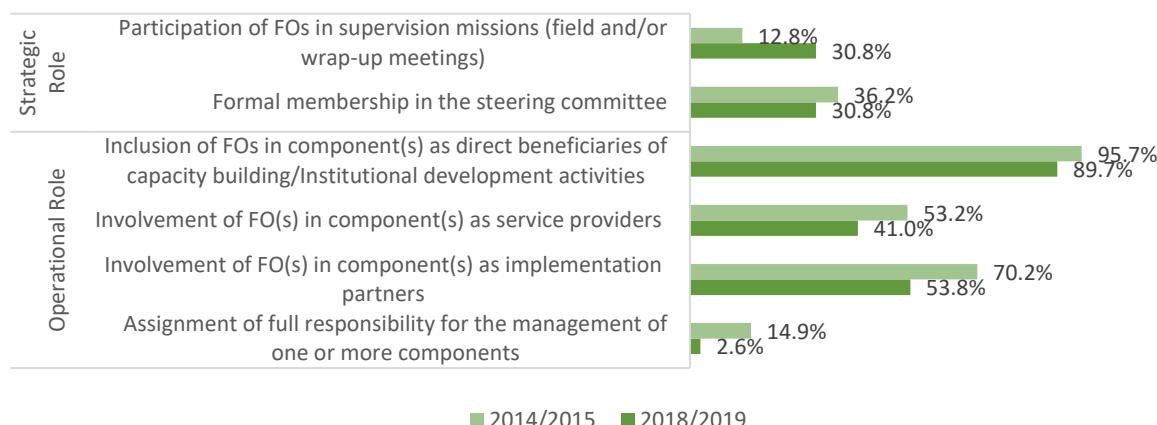


**Classical modalities of FOs involvement.** The top three modalities of involvement of FOs in projects design remain quite conventional through: (i) simple bilateral meetings held in the field or the capital (74%), (ii) participation in multi-stakeholder discussions (60%) ; (iii) specific workshops (35%).

**An overwhelming foreseen FOs presence during implementation.** FOs are planned to be involved in the implementation of 93% of the projects reviewed by the survey (50% being local FOs). This trend confirmed the envisaged contribution of FOs in strategic roles with an increase of their participation in supervision missions (31%), which is a crucial time to orientate project implementation. Strategic roles are often entrusted to recognize national or regional FOs with a good visibility. This type of collaboration emphasizes and supports the IFAD orientation to impact on national policies drawing and upscaling lessons learnt from the implementation of investment projects. Main operational roles to be given to FOs are implementing partners (54%) and service provider (41%).

<sup>14</sup> Data for 2016-2017 is blank since it was not possible to collect actual information on the involvement of FOs in projects' designs during this period due to the important turnover of IFAD CPMs/CDs in the last 3 to 4 years and the impossibility to recall the detailed circumstances of their design. As this has been explained in the introduction paragraph, the survey on projects designed in 2016-2017 only focused on the involvement of FOs in the implementation of these projects. Idem for Figure 5

**Figure 6: Foreseen role of FOs in the project implementation**  
(Percentages, 2018-2019)<sup>15</sup>



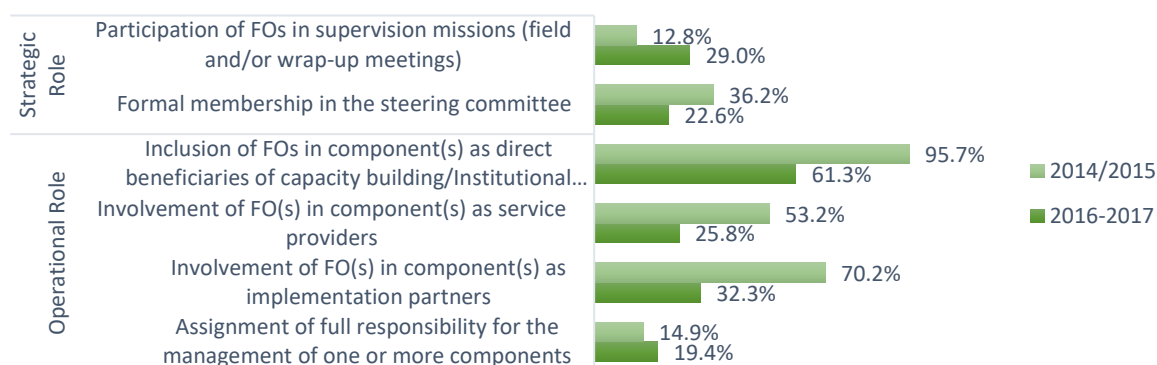
**Regional diversity.** When looking at the regional level, strategic roles – participation to supervision mission and member of the project steering committee- are more frequent in LAC, WCA and ESA regions, that have a tradition of FOs involvement with Government programmes and more particularly in IFAD cofinanced projects.

### C. FOs involvement in the implementation of on-going Projects approved in 2016-2017

As explained previously, due to the 4-year gap with the last global FAFO, the survey has explored the way FOs' are currently involved in the implementation of the investment projects approved in 2016-2017. FOs have been involved in the implementation in **71% of the projects** designed in the period 2016-2017, and **50% of these FOs are local farmers organizations**.

**FOs modalities of involvement.** An important positive trend is the **increase of participation of FOs in supervision missions**, from 12 to 29% of the projects, when FOs representatives assess the actual project implementation and provide key recommendations to improve it. FOs membership in projects' steering committees slightly decreased from 36% to 23%.

**Figure 7: Involvement of FOs in the project implementation: Modalities**  
(Percentages, for the period 2016-2017)



In terms of operational roles, the involvement of FOs as implementing partner decreased from 70% to 30% of the projects. It may be that efforts put on capacity building did not pay back enough to improve their role as implementation partner/service provider, questioning how to better sustain FOs' "professionalization" especially at the local level where the investment projects are implemented. According to CPMs/CDs, the inclusion of FOs in components as direct beneficiaries of capacity building or institutional development activities remain the most current modality even if this decreased by one third as compared with the previous period.

**Important limits in the options the survey offered to describe the modalities of involvement of FOs in the implementation of projects.** Data collected have shown that the quality of involvement of

<sup>15</sup> Since several answers were possible the total are superior to 100%

FOs in projects' implementation could be improved, but in reality, through the survey, it was not possible to capture all the "support to FOs businesses" that several projects are providing to fund FOs' business plans for example. This probably considerably reduced the possibility for CPMs/CDs to report on important features that are more and more present in IFAD Programme design documents.

### **Regional disparities in the FOs modalities of involvement**

As usual, the disparities between regions reflect historical trends where FOs traditionally interact with their respective governments as part of the civil society in LAC, WCA and ESA regions. These regions host historical farmers' movements who played key roles to make the farmers voice to be heard and FOs modalities of involvement cover strategic roles in LAC, WCA and ESA. In term of operational roles, apart APR region, FOs in all regions mostly interact with FOs as direct beneficiaries of capacity building and institutional development activities. In the three regions earmarked above, FOs are also significantly involved as service providers and implementation partner. In APR where FOs modalities of involvement are still all rather low in all modalities, the existence of regional farmers movement that are becoming more and more organised and proactively involved to support national members in the different countries of the region, provides an opportunity to improve the situation.

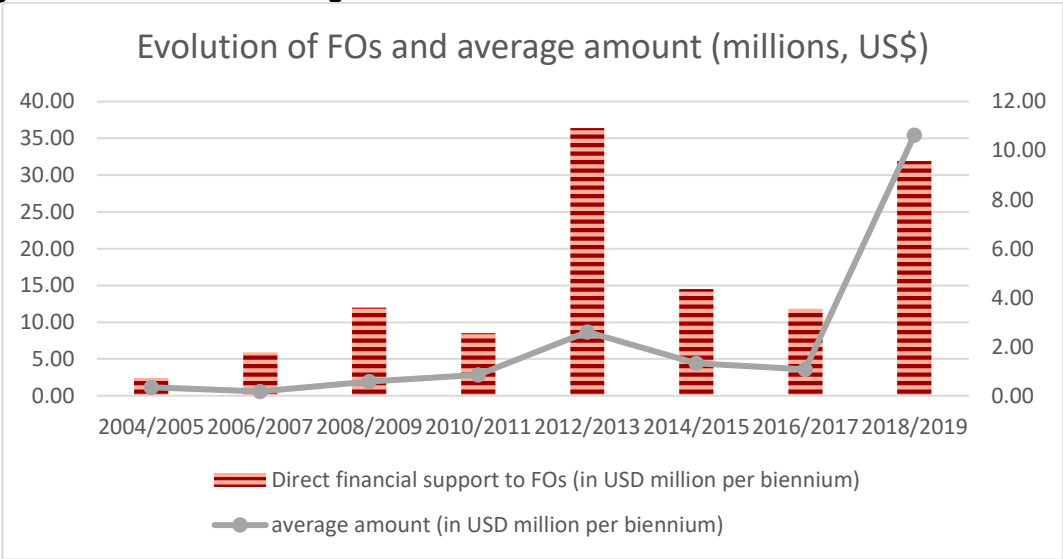
## Section II Quantitative analysis of IFAD grants to FOs during the two bienniums 2016-2017 and 2018-2019

### A. Overview of grant distribution and allocation<sup>16</sup>

During the two biennium under review, 14 grants to FOs were approved for a total amount of US\$ 41 million (eleven grants for US\$ 11,82 million in 2016-2017 and three<sup>17</sup> grants in 2018-2019 for a total amount of US\$ 30 million). Data shows that the number of grants remained quite constant, compared to the previous analysis (Partnership in Progress Report 2016), when the total amount of the grants rose considerably.

The comprehensive list of grants to FOs approved in the 2016-2019 period also shows that the modality through which IFAD was in the past providing grants to FOs - through other beneficiaries like NGOs (on behalf of FOs) - tends to decrease: 76% of grants approved in the period covered by the analysis are allocated directly to FOs totalling US\$ 30.2 million, the remaining 24% has been granted to academic organisations and NGOs supporting FOs, equal to US\$ 11.6 million.

**Figure 8: Evolution of the grants for FOs**



**Regional grants to FOs cover almost the entire portfolio of grants approved**, accounting for 93% of all financing to FOs in 2016-2019. One key explanation is the fact that regional programmes are becoming the main strategic instrument for the provision of direct support to FOs (see Section IV Qualitative Analysis – paragraph Large Regional FO grants). On figure 8, we can see that these regional grants to FOs are globally shaping the trend evolution of allocation of FO grants over time. Indeed, the evolution of volumes of direct funds provided in support to FOs follows a clear cyclic scheme that needs to be analysed considering an average 5-year period since the regional programmes have an average duration of 4.5 years; this explains the difference between the resources allocated in the first and second bienniums. The resources mobilized in 2018-2019 will be then disbursed over the following four years of programmes implementation.

During the two biennium, more than US\$ 41 million have been allocated for grants supporting FOs, in particular 30% of IFAD financing and 70% coming from other financial sources. Among other sources, EC<sup>18</sup> provided a direct contribution to FOs equal to US\$ 24 million, corresponding to 57% of total resources for grant to FOs.

**Allocated grants during the period 2016-2019:** The table 1 below shows the typology of grants provided to FOs with short descriptions.

<sup>16</sup> See the summarized list of grants in Annex III and the detailed information about FO grants in Annex IV

<sup>17</sup> One of the grant is the Programme FO4ACP, multi recipient programme, which includes 8 sub-grants to 8 recipients. The programme is considered as one for the purpose of this analysis.

<sup>18</sup> EC contribution is larger than this, but due to the performance-based approach, not 100% of resources provided (US\$ 47 million) in the context of FO4ACP programme have been allocated through grants to FOs. The unallocated funds will be apportioned at mid-term review.

**Table 1: Typology of allocated grants 2016-2019<sup>19</sup>**

Theme	Short description of the grants
Pluri-annual regional projects	<ul style="list-style-type: none"> <li>FO4ACP: an overall grant subdivided into sub-grants to regional farmers organizations and agri-agencies: in Africa (PAFO: EAFF, PROPAC, ROPPA, SACAU, UMNAGRI) and AgriCORD<sup>20</sup>, in Pacific (PIFON) and in the Caraib (to be determined) as part of the FO4ACP programme cofinanced by ACP secretariat and EC. (LAC for Caribbean, WCA and ESA for Africa, APR for Pacific)</li> <li>APFP: a grant to complement the new MTCP2 in Asia cofinanced by EC, to AFA in APR region.</li> <li>PDRT: a grant supporting policy dialogue for rural transformation with COPROFAM in LAC region</li> </ul>
Cofinanced GAFSP supported project to FOs	<ul style="list-style-type: none"> <li>e-Granary initiative - to upscale the innovative mobile platform to deliver economic services to farmers in East Africa, with EAFF, ESA region;</li> <li>to enhance the inclusion of rural youth in value chains in Mali with the national FO, CNOP-Mali, WCA region.</li> </ul>
Key IFAD crosscutting issues with FOs	<ul style="list-style-type: none"> <li>Scaling up rural youth access to inclusive financial services for entrepreneurship and employment, with EAFF in ESA region;</li> <li>Supporting young leaders in the SICA subregion (central America), LAC region for youth participation in policy dialogue and initiatives that impact on youth at regional, national and territorial levels, with PROCASUR in LAC region;</li> <li>Supporting young people from small organizations indigenous producers and populations studying in Agroecology training centers, with Pachamama organizations in LAC region;</li> <li>Technical support to ROPPA project design for strengthening family farming resilience to climate change in West Africa</li> </ul>
Facilitation of Regional FAFO	<ul style="list-style-type: none"> <li>Four grants were allocated to regional FOs facilitated the organisation of the involvement of the farmers organizations in the Regional farmers forum (R)-FAFO that have been held in the 4 concerned regions (ROPPA for WCA, EAFF for ESA, AFA for APR, for LAC the grant was administered by CLAEH).</li> </ul>
Other specific initiatives	<ul style="list-style-type: none"> <li>Supporting World Rural Forum side events during Declaration of the Decade on Family Farming by the UN General Assembly.</li> </ul>

## B Key outcomes of the regional programmes to FOs

As highlighted above, regional programmes are now the main strategic instrument for the provision of direct support to FOs, and 2019 has seen the completion of the two main programmes: Support to farmers' organizations in Africa programme – SFOAP -Main Phase and Medium Term Cooperation Programme with Farmers' Organizations in Asia and the Pacific Region – Phase 2 (MTCP2).

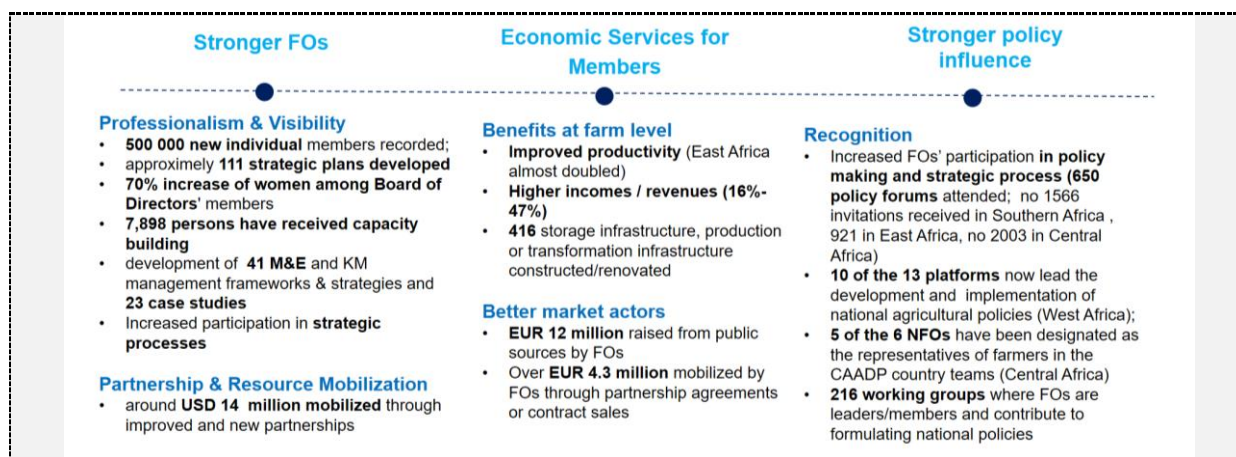
The regional grants in Africa, SFOAP, and in Asia and Pacific, MTCP2, have achieved impressive results: enabling policy changes, increased institutional capacities of FOs and visibility, boosting for a FOs' mentality switch from "mainly advocacy" to "business-oriented initiatives" (see box below).

### Box 2: Highlight of key outcomes and impacts of SFOAP – Main Phase

**SFOAP-Main phase** was a multi-donor continental programme whose overall objective was to improve livelihoods and food security situation of African smallholder farmers and rural producers. Its purpose was to transform FOs at national, regional and Pan African levels into stable, performing, accountable organizations able to represent their members and advise farmers in their farming enterprises. Implemented between 2013 and 2018 for a total amount of EUR 19 million it was co-financed by European Union (EUR 15 million), SDC (EUR 2 million), IFAD (US\$ 2,5 million) and AFD (EUR 1,06 million). SFAOP recipients was PAFO and its regional FOs members (EAFF, PROPAC, ROPPA, SACAU and UMNAGRI). SFOAP's outreach represents 72 national FOs (NFOs) active in 52 countries representing more than 52 million smallholder farmers, of which over 26 million women. In total, SFOAP's direct support is targeting 44 NFOs and 218 sub-national FOs (SNFOs) in 38 countries of Africa.

<sup>19</sup> See Annex IV with the detailed information on all grants approved in the 2016-2019 period

<sup>20</sup> AgriCord is the network of "agri-agencies", non-governmental organizations for development cooperation with structural links to the farmers' and rural members' organizations in their home countries (8 EU Member states, Canada, Senegal and Asia). AgriCord and agri-agencies provide support to farmers' organizations in developing countries, covering both capacity building and concrete operations.



**Partnerships.** In addition to reaching important results, these grants have laid the foundation of strong and continuously strengthened strategic partnerships between IFAD and like-minded donors such as the European Commission (EC), Swiss Agency for Development Cooperation (SDC), Agence Française de Développement (AFD).

The partnership with the EC culminated in the finalisation of the delegation agreement for the financing of the new FO4ACP programme, with a contribution of US\$ 44<sup>21</sup> million from EC and US\$ 3 million from IFAD. FO4ACP programme is the largest grant approved during the period 2016-2019 (see box below on FO4ACP). It is therefore enabling to extend the geographic coverage of supported FOs to the Pacific and Caribbean regions. The foreseen FO-LAC that should be sealed in 2020 will also extend EC's contribution to Latin America.

### Box 3: Farmers' Organizations for ACP (FO4ACP)

The partnership between IFAD and FOs has been particularly accelerating and strengthening the focus on national apex FOs and regional FO networks under the aegis of the Farmers' Forum Process, a bottom-up process of consultation and dialogue between FOs, IFAD and governments focused on rural development and poverty reduction. The design of Farmers' Organizations for ACP is the result of the joint effort and consultations among all stakeholders and is based on the experience and results of the Farmers' Africa programme (2013-2018) and its two components: Farmers' Fighting Poverty (FFP)/Africa (2013-2015) and the Support to Farmers' Organizations in Africa (SFOAP) pilot (2009-2013) and main (2013-2018) phases. This Action is perfectly placed to support the achievement of the ambitious SDGs of eradicating poverty (SDG1) and ending hunger and malnutrition, achieving food security and promoting sustainable agriculture (SDG2).

**Programme financing and partners:** IFAD supervises and co-finances FO4ACP. The European Union (EU) and the ACP secretariat (ACP) provides funding through IFAD. The total cost is around EUR 42 million, which includes a contribution from the EU of EUR 40 million.

**Priority Areas:** The FO4ACP intervention will focus on: i) Facilitating the integration of smallholder and FOs in value chains by strengthening the FOs capacity to effectively provide economic services to their members and improve and access to finance and de-risking instruments; ii) Supporting FOs capacity to influence policy dialogue and the governance mechanisms of the value chains at all levels; iii) Supporting the institutional development of FOs through capacity building and contributing to FOs' core costs; iv) Facilitating knowledge sharing between ACP FOs through the promotion of exchanges among peers for innovation, generation of knowledge products, replication and scaling up in the areas of production, processing and marketing.

**The overall objective of the programme** is to increase income and to improve livelihood, food and nutrition security and safety of organized smallholder and family farmers in the target areas of the Africa, Caribbean and Pacific (ACP) countries. Specific objectives are as follows:

- FOs and farmer-led enterprises provide technical and economic services to their members along the value chains to support i) business ambitions, ii) profitable engagement in markets and iii) integration into value chains as competitive players.

- FOs influence policies and business environments by influencing policy dialogue and governance mechanisms at all levels for the transformation of family farming and the development of sustainable farmer-led enterprises.

<sup>21</sup> Due to the adopted performance-based disbursement approach, the total amount of the resources (US\$ 47 million) in the framework of FO4ACP programme have not yet been allocated to FOs. The unallocated funds (20%) will be apportioned at mid-term review.

-FOs accountable organizations able to effectively perform their mandate: i) improve their accountability to their base, ii) have solid governance, and enhance recognition of FOs by governments, value chains stakeholders and donors, for the sustainability of economic activities.

Primary stakeholders and beneficiaries are FOs and their smallholder members in ACP countries.

#### ① African Region: RFOs and PAFO, their apex organization, and AgriCord

- Smallholder and family farmers' member of existing local and national Farmers Organizations of African countries, in particular the members of those NFOs that are affiliated to the 5 Regional FOs – RFOs - networks members of PAFO<sup>22</sup> (EAFF, PROPAC, ROPPA, SACAU and UMNAGRI). RFOs are membership based organizations, they are present in 49 countries and represent over 52 million smallholders (including farmers, fishermen, breeders, pastoralists, producers), 50% being women.

- AgriCord is a non-profit development alliance mandated by 35 professional FOs and their cooperative businesses from countries in Europe, Canada, Africa and Asia. Agri-agencies provide specialized services, tools and approached developed to answer the needs of different segments of FOs.

#### ② Pacific Region: Pacific Islands Farmers Organization Network (PIFON)

PIFON is s an umbrella organization with 13 foundation members from 6 Pacific Island countries, including national associations, federations and cooperatives.

③ Caribbean Region: Key partners for the programme will be identified at inception through a call for proposal.

**Implementation responsibilities:** Funds go to regional networks and AgriCord. The regional networks are responsible for the overall coordination and implementation of activities within their region and to channel funds to the NFOs. NFOs are the co-implementers of the programme and are responsible for the execution of national activities.

In addition to SFOAP, SDC cofinanced the MTCP2 and has been instrumental to financially support the seventh edition of the meeting of the Farmers' Forum meeting.

The partnership with the Italian Agency for Cooperation contributed to finance the cycle of regional FAFO.

Moreover, IFAD has built up technical partnership by channelling EC funds to Agricord. Positive experiences have been documented during the implementation of the Farmers Fighting Poverty (FFP)/Africa and ASEAN (complementary to SFOAP and MTCP) building FOs' capacities to better engage into value chain (see Box below). The technical partnership is confirmed and strengthened under the FO4ACP programme where Agricord will operate as one of the main recipients.

#### **Box 4: SFOAP enhancing complementarities between CNCR (NFO) and Asprodeb (Agri-agency)**

In Senegal, SFOAP enabled a consolidation of the complementarity between the NFO CNCR and its "commercially-oriented partner entity", Asprodeb (member of AgriCord alliance), but also strengthening the strategic positioning of Asprodeb on two sectors: (i) seed production and (ii) dry grains. By strengthening the CNCR, the SFOAP has helped to consolidate the complementarity between the CNCR – focusing on policy dialogue and advocacy - and the ASPRODEB, which provides the economic services; this was done through the operational aspects: the contractual relations, the follow-up of the commitments, support for good implementation of commitments and good accountability of umbrella organizations. When there are external obstacles related to the business environment, the umbrella organizations mobilize themselves at the CNCR level to go to the Minister of the sector concerned. There is thus a very intelligent sharing of roles and responsibilities internally externally. " There was also a strategic positioning of Asprodeb on the production of certified seeds (onion, peanut, etc.) with a process of rebuilding the groundnut seed capital in Senegal. Today, the ASPRODEB-Peanut group controls more than 70% of certified peanut seeds and about 70% of irrigated rice seeds. This performance was achieved thanks not only to the federations' own programmes but also to the Sustainable Production and Dissemination of Certified Seed in West Africa (PAPROSEM) project, a programme implemented thanks to the support of ROPPA.

Source: ROPPA SFOAP Completion Report, 2019

<sup>22</sup> Members of the Pan African Farmers' Organisation (PAFO): Eastern Africa Farmers Federation (EAFF), Plateforme Sous-Régionale des organisations Paysannes d'Afrique Centrale (Sub-Regional Platform of Farmers Organizations in Central Africa) (PROPAC), the Réseau des organisations paysannes et de producteurs de l'Afrique de l'Ouest (Network of Farmers Organizations and Agricultural Producers of West Africa) (ROPPA), the Southern African Confederation of Agricultural Unions (SACAU)

## C Features and outcomes of other grants to FOs

As per Table 1 typology of FO grants, the other categories of direct grants to FOs are focused on (i) global level advocacy spaces: facilitation of regional-FAFOs and support to UNDIFF process; (ii) IFAD mainstreaming issues (youth, gender and climate adaptation) and (iii) innovations on economic services through the GAFSP – MMI.

### **Global Agriculture and Food Security Programme (GAFSP) – Missing Middle Initiative (MMI)<sup>23</sup>**

The GAFSP is a demand-led and recipient-owned global partnership and a cost-effective and flexible multilateral financing mechanism dedicated to fighting hunger, malnutrition and poverty in developing countries. GAFSP supports resilient and sustainable agriculture that benefits and empowers poor and vulnerable smallholder farmers, particularly women and youth. IFAD is one of the implementing partners of GAFSP and acts as supervising entity for several initiatives. One innovation of this instrument is the fact that **two regional FOs representatives (from AFA and ROPPA) are sitting in the GAFSP steering committee as CSOs' participants.**

The GAFSP Missing Middle Initiative (MMI) was launched in 2016 as a pilot initiative focusing on producer organizations, civil society organizations, and small and medium enterprise we launched. The MMI is a flagship initiative that more directly supports smallholder farmers, their organizations, and partnerships between private sector actors in the agriculture value chains and producer organizations.

The first set of MMI pilot projects was selected on a competitive basis to test different models and structures. As these projects are implemented on the ground, the GAFSP will work with stakeholders to learn from the projects and to mainstream some of the key lessons into projects. To date, GAFSP has awarded US\$13.2 million in grant funding for five projects, as well as additional financing for monitoring, evaluation, and learning. IFAD has been appointed as supervising entity for two of these projects that are highlighted below.

- In Mali, GAFSP is providing US\$2.61 million to support a project focused on the inclusion of rural youth in poultry and aquaculture value chains with the Association of Professional Farmers' Organizations (AOPP) and National Coordination Agency for Farmers' Organizations in Mali (CNOP). The project is articulated in 2 technical components: (a) targeting (define the approach for identifying young beneficiaries of the project) and strengthening of the training mechanism to support youth' businesses and (b) finance youth businesses and support their partnerships with other value chain stakeholders including FOs, private sector, etc.

At mid-term, the project has identified and trained 68 relay farmers in poultry farming, fish farming and nutrition, and provided them with investment support by building their production units (improved ponds and chicken coops). The international training center in peasant agroecology of Nyéléni has been rehabilitated (construction of 21 huts with internal shower room, kitchen and hangar) to improve the reception of young people in training. The project also facilitated the signing of an agreement between AOPP and BMS.sa, a local financial institution (FI), which enabled the funding of 220 young people business plans (out of the 1000 targeted by the project).

- In East Africa, GAFSP is providing US\$2.61 million to support the Eastern Africa Farmers' Federation (EAFF) to use mobile platforms to deliver economic services to farmers, the e-Granary (<https://www.e-granary.com/>). The mobile platform is an innovative communication and payment platform to create a virtual space for the brokering of commercial partnerships and contracts between farmers and off-takers and input dealers, as well as for the provision of financial services with low transaction costs. The project aims to increase access to and use of critical economic services such as marketing, financial services, and extension and advisory services by smallholder farmers in Rwanda, Tanzania, and Uganda. For every dollar invested by GAFSP, US\$1.90 will be leveraged from the private sector.

### **Grants to FOs related to Key IFAD crosscutting issues with FOs**

#### **Grants focused on youth**

With relation to youth, in the 2016-17 and 2018-2019 bienniums, 3 grants have been approved: (i) inclusion of rural youth in value chain (Mali) as a direct grant to the NFO CNOP Mali, \ ii) scaling up rural youth access to inclusive financial services for entrepreneurship and employment as a direct grant to

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<sup>23</sup> [www.gafspfund.org](http://www.gafspfund.org) and [www.gafspfund.org/missing-middle-initiative](http://www.gafspfund.org/missing-middle-initiative)



the RFO EAFF (Burundi, Kenya, Rwanda, Uganda); and (iii) young leaders programme for rural development in the Central American integration system region with the NGO PROCASUR.

In the same biennium, more and more loan projects have been approved dealing with the youths since it became one of the corporate four pillars during the period.

IFAD stepped up efforts to youth-sensitive programming by, among others, promoting more structured consultations and strategic dialogue between the Fund and rural youth representatives. IFAD started a bottom-up consultation process with young representatives from various facets of rural life – agripreneurs, cooperatives, farmer organizations, CSO members, youth advocates and indigenous communities - as a first concrete step to advance and deliver on the fourth action area outlined in its Rural Youth Action Plan. This led to the organization of a series of consultations with over 50 young rural leaders from 40 countries and across each of the five regions in which IFAD operates. Farmer Organizations were strongly represented in ESA and WCA regions where, through SFOAP, regional farmers’ organizations had already developed their youth wing.

Youth participants acknowledged the importance of being part of business-oriented organizations and networks as key channels to gain access to skills and services, build their social and human capital, boost confidence and self-esteem, and make their needs and concerns heard in decision-making processes. With regards to farmers’ organizations, youth advocated for promoting their inclusion in management, decision-making and leadership positions and being recognized as equals.

**The participation of FOs in Climate change adaptation financing instruments: case of ASAP**

In the recent years, IFAD has been able to mobilize several funds and grant instruments to foster environmental sustainability and climate resilience of smallholder farmers’ activities within investment projects. Through its Adaptation for Smallholder Agriculture Programme (ASAP), IFAD has expanded the promotion of climate-resilient agricultural practices, and in so doing, also enhanced its contribution to the realization of carbon sequestration benefits. The box below presents highlights on IFAD-FO collaboration through the ASAP.

**Box 5: FOs – IFAD collaboration through the adaptation for smallholder agriculture programme (ASAP)**

<b>Country, Locality :</b> All IFAD’s regions	<b>Years, period:</b> 2014-2022
<b>Farmers Organisation and Key partners :</b> ASAP is active in 40 countries in the world and offers grants blended with IFAD regular loans with the aim to mainstream climate change adaptation in the projects components. The programme has reached so far 3.1 million smallholders in Africa, Near East, Central and Southern Asia and Latin America. It has also reached 11,000 community groups, farmer organizations and natural resource users groups.	
<b>Key Achievements :</b> 11,000 groups and FOs have been supported to address climate change challenges, focusing on three kind of activities: <ul style="list-style-type: none"> <li>- Promotion of new farming techniques to cope with climate change, through extension systems associating FO’s : shaping of a new national extension system in Cambodia, farmer field schools in various countries of Africa (Niger, Chad, Burundi, Uganda...), extension systems promoting the shift to more climate resilient farming systems and the adoption of new crops (Viet Nam), doubling the yield for millet from 400 to 800 kg per ha in Niger;</li> <li>- Participation in local planning processes to propose climate resilient investments at the community level (In Bolivia, Mali) through 30 communal plans of adaption to climate change in Mali.</li> <li>- Management of climate sensitive natural resource with the establishment of water user associations (in Egypt, Malawi, Bangladesh), pasture user unions (in Sudan, Tajikistan, Kyrgystan); 100,000 ha of rehabilitated pastures are managed in a sustainable way in Sudan</li> </ul>	
<b>The Process :</b> ASAP ha a 3 pillars approach: <ul style="list-style-type: none"> <li>- Robust ex ante climate change trends, risks and impact assessment;</li> <li>- Testing of innovative practices and technologies;</li> <li>- Scaling up these practices in the context of national climate and food security policies.</li> </ul> FOs are key at the 3 levels. They can participate in the diagnostic of climate change trends at community level. The use of mapas parlantes in Bolivia illustrates this case. They can promote new climate resilient practises, being the actors of new extension systems such as the ACAPs in Niger. They can participate in the dialogues regarding the improvement of national policies, such as in Mali where rural groups involvement in local planning processes is now scaled up with the support of a new IFAD project.	
<b>Beneficiaries (Producers):</b> Some countries such as Bolivia and Viet Nam have mobilized the highest number of groups with 4,400 groups in Bolivia and 2,300 groups in Viet Nam, with a genuine up scaling process; Nonetheless, these institutional processes are part of each ASAP project.	
<b>Financial Investment:</b> US\$ 300 million have been invested by ASAP projects. The institutional activities are at the heart of this funding, in order to build capacities on adaptation to climate change. ASAP often complements IFAD regular loans on these aspects and activities, targeting rural groups and FOs.	

### Section III Regional FAFO as new process to foster IFAD-FOs collaboration

#### A The regional Farmers Forum process and its main outcomes

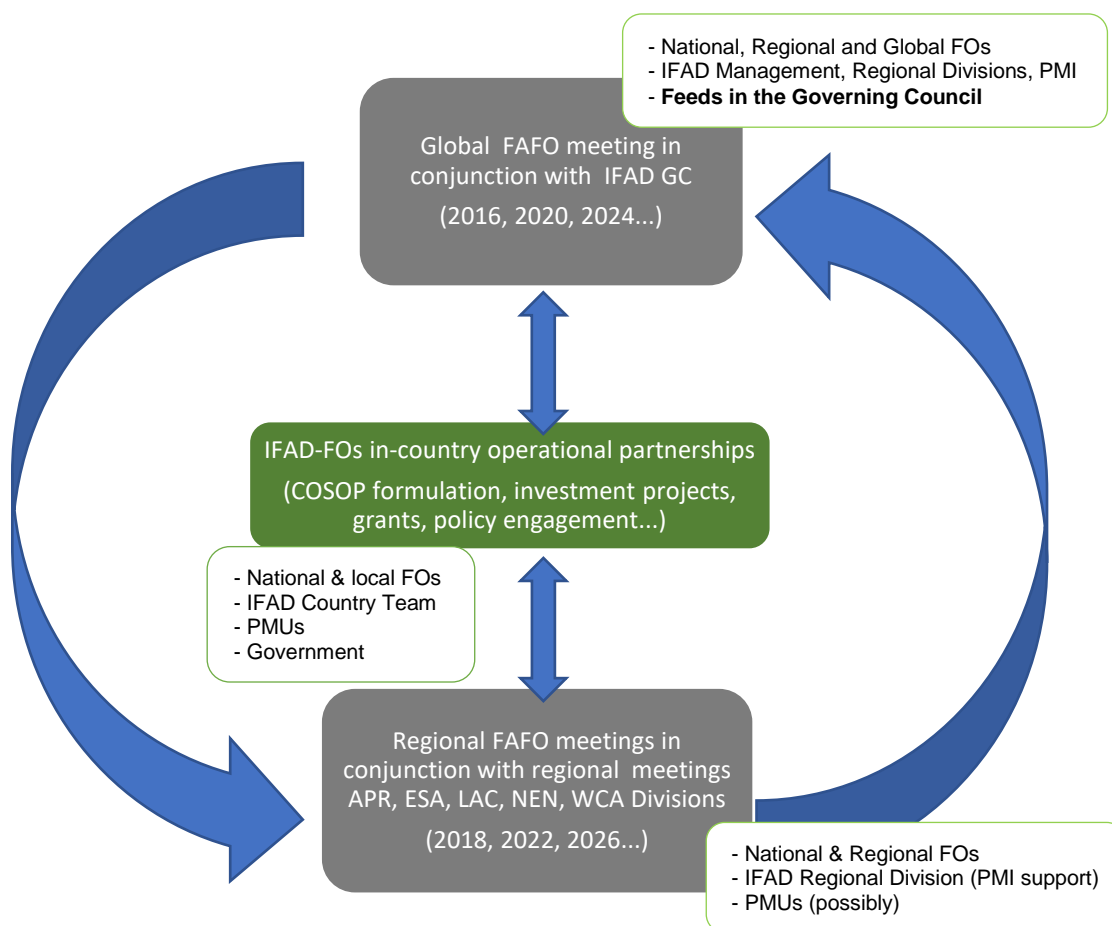
In 2016, IFAD and FOs noted that the momentum of their partnerships had reached a plateau, whereas country-level engagement of FOs in IFAD country programmes was diminishing. One of the reasons identified was that the FAFO process was too focused on the global level while collaboration at the regional and country level was not systematic and opportunities were lost. In this context, during the 6<sup>th</sup> global meeting of the 2016 FAFO, important changes in the organization and governance of the process were agreed upon (see extract from FAFO 2016 in Box below). These included the introduction of a decentralized regional Farmers’ Forums between global meetings in order to strengthen the Forum impact at country level (Figure below)

**Box 6: Future of the Farmers’ Forum process (extract FAFO 2016)**

The frequency of the global FAFO event will take place every four years (next one in 2020) with five regional farmers forums in between, starting in 2018. The importance of decentralization or – better – building the Farmers’ Forum process up from the base, was fully supported. Similar processes at regional and national level are crucial.

Source: Statement from FAFO 2016) Statement of the 2016 Global Meeting of the Farmers' Forum – Towards consolidation of an inclusive and structured dialogue with IFAD to sustainably increase food production by smallholder producers

**Figure 9: The Farmers’ Forum 4 year cycle and its key stakeholders**



Therefore, the Global Farmers’ Forum is now organized on a four-year basis with global meetings held every four years and regional FAFOs organized in between. Regional FAFOs are undertaken based on IFAD’s geographical structure and – when possible - in concomitance with IFAD regional divisions’ implementation workshops to facilitate interactions between FOs and IFAD country programmes and projects.

**Immediately after the 2016 FAFO recommendation**, FOs representatives in the FAFO Steering Committee suggested to set up regional Steering Committees and to inclusively consult FOs in the regions concerned. With a very proactive role played by regional steering committees and in spite of a very busy period for transformative IFAD, regional FAFOs have been organised between 2017 and 2019 in 4 regions (APR, ESA, LAC and WCA) gathering a total of 245 FOs' leaders coming from 74 countries and 579 participants from IFAD staff, IFAD-funded projects' staff, and other partners (see Table below).

One key concrete outcome of the regional FAFOs are 55 national action plans as a contribution of FOs-IFAD projects-IFAD staff national working groups, presenting lists of activities to implement in order to further develop IFAD-FO's partnership.

**Table 2: Venue and participants of the 4 regional FAFOs held in the 2017-2019 period**

	ESA	WCA	APR	LAC	Total
Date and location	21-23 May 2017, Kampala, Uganda*	9-11 April 2018, Nouakchott, Mauritanie*	19-21 October; 2018, Yogyakarta, Indonesia	21-23 May 2019, Montevideo Uruguay	4
Number of farmer leaders from various farmers organizations	40	45	84	76	245
Country represented	12	21	21	20	74
Number of other participants including IFAD staff and projects' staff	260**	260**	37	22	<b>579</b>
country level action plans	14	20	21		55

\*held in conjunction with the annual regional implementation workshop (RIW)

\*\*also attending the annual regional implementation workshop held simultaneously

These country-level action plans focus mainly on activities like:

- All types of activities to foster quantitative and qualitative participation of FO in IFAD country strategies and projects designs, implementation and monitoring by improving their involvement as “special players” as much as possible (like improving FOs' participation in IFAD projects' steering committees, FOs playing a role as implementing partner of IFAD projects, etc.),
- periodic consultations to monitor country level collaboration and propose corrective measures to improve cooperation between IFAD country programmes and FOs;
- supporting the development of country-level Farmers' Forums to foster dialogue between national government, FOs and development partners for sustainable rural development;
- undertaking joint mapping of FOs at country level to explore ways of cooperation with IFAD Country programmes;
- signing contracts between IFAD-funded projects and apex FOs to support local FOs' institutional development
- supporting FOs in developing partnership with other key players in the rural development area (RBAs, other donors)
- supporting South-South cooperation between FOs in countries/regions.

## **B Assessment of the Regional FAFO process**

At the end of 2019, IFAD conducted a survey<sup>24</sup> to assess the regional FAFO process in the four IFAD regions where it had been organised from two perspectives<sup>25</sup>: CDs/CPMs<sup>26</sup> and FOs leaders as member of the regional steering committees<sup>27</sup>.

<sup>24</sup> See Annexes V presenting survey templates

<sup>25</sup> Information collected from IFAD staff (CDs and CPMs) and from regional FAFOs' SCs members are available in Annex VI and VII

<sup>26</sup> 19 CD/CPM out of the 35 contacted expressed their views (54%)

<sup>27</sup> 10 FO leaders out of 34 contacted expressed their views (30%)

## 1 The IFAD CDs/CPMs perspective: a new venue for strategic interaction

The purpose was to assess the interest of IFAD CPMs and CDs in the regional FAFOs and the visibility of regional FAFOs' outputs within IFAD's operational division. The survey showed that despite an important internal reform within IFAD at that same period, that induced – amongst other things – a high turnover of staff, more than 50% of CPMs/CDs interviewed have attended the regional FAFO and were aware of the existence of national actions plans meant to reinforce the partnership (respectively 58% and 53%).

Moreover, interviewed CDs/CPMs unanimously recognised that key achievements had been reached thanks to the regional FAFOs, while identifying some challenging issues often linked to the geographical specificities of their region. **Main achievements** rely in the improvement of the contribution of FOs to **strategic issues** either directly linked to IFAD – participation to COSOP – or through cross-pollination with policies set in other arenas – for example the UN decade for family farming- that were discussed during the regional FAFOs. FOs also increased their **visibility** towards IFAD staff and projects.

One concern expressed by CDs/CPMs is the fact that national action plans set during the regional FAFOs may be disregarded by other national stakeholders, either due to lack of ways or venue to put it in effect, or because the government may question the representativity of the FOs. According to them, these action plans could be more used as national roadmap for FOs and IFAD national team to influence the government decision when it invests in rural development using IFAD resources. Regional FAFOs were also recognised to have a positive impact on the implementation of investment projects where partnerships and collaboration may be initiated. However, challenges remained at country level to generate expected changes, partly due to the lack of capacities of FOs and to the unwillingness of the other implementing partners.

Finally, it was appreciated to strategically liaise the regional FAFOs with the IFAD annual regional implementation workshops (RIW, ESA in 2017 and WCA in 2018), even though it seems that, in some cases, the FAFO lacked specific preparation as compared to the process adopted in APR and LAC.

### **A list of recommendations can be drawn from this analysis:**

- To propose ways/venue specifying how to effect the national action plan/road maps;
- To provide a regular back-up support to IFAD national country teams for them to better engage with FOs and stimulate exchanges between countries with different experiences;
- To organise FOs exchanges between regions as eye-opener to broaden perspectives of engagement;
- To engage in regular webinars/tele-conferences to make FAFO more interactive and lively.
- To identify IFAD regional focal points reporting on interactions with FOs in the region.

## 2 The FOs perspective: a platform to influence national collaborations

*“The regional FAFO is a platform for farmers’ organizations and IFAD country project teams to meet and share on the work they are doing and how it is benefiting/impacting farmers. It also has the mandate to explore ways to strengthen country level partnership between FOs and the IFAD country programmes (EAFF/ESA Regional FAFO)”.*

This chapter provides an overview – from FOs' point of view - of the regional FAFOs' organization process, the value added of regional FAFOs compared to the Global FAFOs, the main results and impacts of these regional FAFOs and the expected achievements in the coming decade.

### **i. The Regional FAFO process**

A lead organization in each region (AFA for APR, EAFF for ESA, COPROFAM for LAC and ROPPA for WCA) was mandated to set up a regional FAFO Steering Committee (SC) whose mission was to articulate a roadmap for the decentralized FAFO in its region (see an example of the process in LAC in Box below).

Regional Steering committees were formed to decide on the thematic content of the regional FAFO meetings and on the list of participating FOs (number and names). The regional FAFO SCs interacted with the IFAD regional division Directors, front office and FO focal points to discuss how to organize the event.

## Box 7: Regional FAFO preparation and process in LAC region

The regional FAFO process was developed in 6 steps

- i. Virtual meeting between regional steering committee members setting agenda and work bases;
- ii. Face-to-face RSC meeting in Brasilia, with IFAD focal point's participation: (i) to define the work methodology, (ii) to select participants from: regional FOs, IFAD, FAO, IICA, IFAD Projects in LAC; (iii) to lay the foundations of the martyr document introducing the FAFO meeting.
- iii. Virtual meetings and exchanges of the RSC. Two documents were finally prepared in consultation with IFAD: a martyr document reflecting FOs opinion, a presentation of the IFAD Projects in LAC;
- iv. The FAFO meeting in Montevideo (Uruguay), 21-23 May 2019;
- v. Virtual exchanges to document the outputs of the Montevideo meeting.
- vi. Meeting of the RSC in Brasilia to approve the final regional FAFO document to be disseminated.

When the regional FAFOs (RFAFOs) were held in conjunction with divisional RIW, it provided a perfect opportunity for programme managers to present their national programmes to FOs and for FOs to benefit from an active participation of CPMs and key staff from IFAD-funded projects. In some cases (APR for example), field trips organized during the regional FAFO were relevant and offered an opportunity to share experiences. Positive feedback from the RFAFO SC members was reported on the organization process of the forums. In the case of APR, *"AFA handled the coordination very well and ensured it was inclusive from the drafting of the programme, facilitation and participation of all members that were done through constant communication in e-mail and skype meetings"*.

### ii. Specificities and added value of the regional FAFO

Here are the main value added of the regional FAFOs, as reported by FOs' representatives in SCs:

- **Ownership** of the process by the FOs at regional level. *"The main added value was the ownership of the process. We took the lead and in a more open collaboration since we shaped the agenda of the regional FAFO"* (EAFF President).
- **Increased participation of FO representatives:** More FOs representatives were able to participate as compared to the global FAFO meetings.
- **Participatory process** that enabled members from the regional FAFO SC to strengthen their partnerships and collaboration to be better prepared to participate in the Global FAFO with more articulated stands.
- **More interactions between FOs leaders and IFAD staff:** Farmer leaders were given enough time to deal with their issues and, at the same time, meet the staff who is in charge of different projects in their respective countries and to share and exchange experiences, knowledge and insights. *"The FOs got to know in detail the operations of IFAD in each country, with time to exchange on them with IFAD staff members and with IFAD project staff. This brought organizations linked to IFAD at the level of policy dialogue with those responsible for operations in each country."*
- **A greater tribune for policy dialogue:** the regional FAFOs offered a greater opportunity for FOs to influence IFAD, *"to ensure that its instruments are adapted in the best possible way to attend their needs and then become public policies that transcend the life cycle of projects"*. (LAC focal point)

Several limits were also highlighted by FOs' representatives:

- The underrepresentation of FOs as compared to IFAD staff and project managers
- The organizing of country level group breakout sessions were complex due to many projects and FOs;
- Limited time to exchange with IFAD staff and resources (language and distances challenges in APR);
- The risk of limited interest/opportunity of operational divisions for the RFAFO, particularly if the RIW agenda prevents IFAD staff to fully attend FAFO due to other commitment
- Absence of government officials who have the final say regarding FOs participation in investment projects.

### iii. The regional FAFO results and impact

#### Assessment of the implementation of the national action plans

Although national action plans have been drafted by 3 out of 4 regional FAFOs, it has been quite difficult to get feedback at regional level on their level of implementation in each country, since there was no clear commitment on a timeline to report on. Several regional FAFOs' SCs have decided to use the venue of the Global FAFO 2020 to plan a meeting to undertake this internal assessment to feed in the Global FAFO discussions.

When regional FAFO Steering Committee conducted monitoring missions in the countries, they could see that all stakeholders (IFAD staff through projects, FOs) had shown commitment to implement the national action plans in their respective country and recognized the relevance of the plans. However, the lack of financial resources challenged the implementation of these national action plans.

#### Box 8: Example of assessment of an action plan implementation in Zambia

The national action plan in Zambia is composed of three elements:

##### 1) IFAD Country Programme to better understand the historical background of the IFAD partnerships with FOs.

- End of 2016: IFAD Country Office organised a meeting to come up with the agenda.
- In 2017, three meetings were held with increased participation of FOs representatives. FOs gave their profiles and outlined their areas of interest. IFAD Programme managers also gave details of their activities. IFAD Country Manager emphasized the importance of the IFAD/FAFO relationship.

##### 2) Mapping existing FOs in Zambia

- It just started and a roadmap still have to be defined.

##### 3) Organize IFAD – FO consultations to explore potential partnership opportunities

- These consultations took place during meetings between the two parties in 2017, culminating into a conference organized by NUSFAZ (National Union of Small-scale Farmers Association of Zambia) in November 2018, in which IFAD participated through its national programmes in Zambia.

#### Concrete results brought by the regional FAFOs

In WCA<sup>28</sup>, the regional FAFO brought IFAD closer to the FOs as well as strengthening participatory and inclusive approaches for the design, implementation and monitoring of IFAD country programmes (PROPAC).

In ESA, some of the concrete results are that : (i) EAFF members in Burundi (CAPAD), Tanzania (TFC) and Uganda (UCA and UNFFE) were able to participate in COSOPs development and have since been active in participating in investment projects; (ii) broadly EAFF and its membership developed contacts with CPMs and where possible PMUs and in some cases also engaged government to involve FOs at every level (Zambia).

In APR<sup>29</sup>, a Farmers Forum will be held at the Organic World Congress in 2020 where farmer's innovation and practices in organic agriculture will be highlighted. Preparations are ongoing together with IFOAM as part of the congress programme. (INOFO APR)

In LAC, (i) the regional FAFO led to increasing trust between organizations of family farmers in the region; (ii) sub-regional work agreements were reached (two outstanding ones between IFAD and COPROFAM for Expanded MERCOSUR, and between IFAD and PDRR for Central America), (iii) and additional joint action between IFAD, FAO and IICA was generated.

#### Box 9: Concrete outcome from LAC regional FAFO

- The regional FAFO strengthened the connection between IFAD, FAO and IICA referents in LAC. It emerged coordinated support initiatives to public policy dialogue activities that connected organizations of LAC subregions, eg. FAO's support for the cooperation process between COPROFAM and PDRR.
- The other agencies attending regional FAFO, FAO and IICA, detailed the cooperation instruments that they manage for the region, which gave extensive information to FO leaders.

<sup>28</sup> The IFAD Dakar Hub undertook in January 2020 a review of the implementation of the WCA RFAFO country action plans in the 7 countries covered by the Hub (Senegal, Gambia, Capo Verde, Mali, Mauritania, Guinea and Guinea Bissau) in order to prepare the 2020 Global FAFO Meeting.

<sup>29</sup> On 20 December 2019, the RFAFO SC of APR met to assess the implementation of action plans to also prepare their participation in the Global FAFO.

- A sub-regional exchange activity (MERCOSUR expanded) between IFAD projects, IFAD staff and COPROFAM executives was decided at the Montevideo FAFO, and it took place in Brazil in 2019.

**Box 10: Concrete outcome from APR regional FAFO**

**FOs' Engagement with IFAD.** FO engagement with IFAD at the country level is one important element of MTCP2's component 3 as this provides more opportunities for economic services to farmers. Four countries –Myanmar, China, Nepal, Sri Lanka – are at level 1 engagement with IFAD; this means that they take part in IFAD consultation and COSOP processes. Three countries are at level 2 – Laos, India, Bangladesh –meaning, they are taking part in project management committee and providing significant input in COSOP. Four countries – Indonesia, Vietnam, Cambodia, Philippines – and PIFON are at level 3 which means that they are already partners for capacity building and/or marketing and are tapped as service provider for IFAD projects. As the maturity of FOs can be assessed to define the type of support that would be more suitable to provide, this classification defines in a way the “maturity” of the partnership between IFAD and FOs in a country.

## Section IV Qualitative Analysis of partnerships between IFAD and FOs: review of key features and modalities of the partnership

This section aims to take stock of the specificities of IFAD-FOs' partnerships, including the confirmed trends, the new features, the good practices and the limits in its development. It reviews the situation of the partnership between IFAD and FOs in the various instruments described in the previous sections: (i) new IFAD COSOPs, new and ongoing IFAD investment projects, (ii) new approved grants directly channelled to FOs, and (iii) the Regional FAFOs as a tool to reinforce country-level partnerships.

The approach is to draw lessons from concrete examples of successful experiences in order to (i) inspire country-level IFAD programmes and FOs who are willing to reinforce their partnership and (iii) to compile recommendations for the future of IFAD-FO partnership as developed in the "conclusion and way forward" section.

### A *Limitations in the methodology to assess the partnership between IFAD and FOs*

The quantitative results on the partnership between IFAD and FOs confirm that the trend of the involvement of FOs in the design and implementation of IFAD strategies and loans is stabilized. The quality of involvement of FOs in COSOP, as special or ordinary player, is globally declining, whereas the quality of involvement in recent designs has improved. However, the data analysis as it transpires from the survey submitted to IFAD CPMs/CDs does not reflect the whole picture of the evolution and improvement of the partnership that has been strengthened in the last years, particularly at national level. Several case studies undertaken in the context of this report, examining national collaboration between IFAD and FOs, are showing that very interesting features exist and are not captured in the quantitative analysis. This is due to the fact that while the IFAD-FOs partnership has considerably evolved in 14 years, the survey template has remained the same and therefore could not capture the new features and modalities of the involvement of FOs in IFAD country programmes that were not foreseen years ago, when the FAFO process was initiated, and indicators were set to assess its impact.

For example, the survey could not capture the effects of the regional grants to RFOs on the Partnership between IFAD and FOs at national level. This section therefore builds on a compilation of several cases and good practices of partnerships developed between FOs and IFAD country programmes over the last 4 years since the last session of the Global FAFO, or fostered by the regional FO grants implemented in the last 10 years and that were completed in 2019.

### B *Systematic and strategic involvement of FOs in IFAD core business at country level: design of new strategies and investment projects*

**COSOP, the entry point to foster partnership.** Participation of FOs in the COSOPs' designs is the entry point for FOs to be part of the strategic stakeholders interacting with IFAD-funded investment projects and governments. The quantitative data presented in section I has shown that the trend of involvement of FOs in COSOPs' designs remains high and stabilized, whereas quality of the involvement has decreased.

The quantitative data analysis (Section I) shows that the quality contributions of FOs to COSOP designs is highly recognized by CPMs/CDs. National apex FOs definitely have a comparative advantage to identify relevant target groups and identify their needs to ensure investment projects' activities are relevant. In the case of Niger, a FO-based organisation, the Réseau des Chambres d'Agriculture du Niger (RECA), has been identified to undertake a diagnosis/needs assessment of FOs (see Box below).

In Niger (WCA), during PRECIS design, and thanks to the FOs involvement, it has been agreed that the Project will sign partnership agreements with the Network of Chambers of Agriculture (RECA) for them to carry out a FOs diagnosis and identify their needs. RECA and the Regional Chambers of Agriculture (CRA) will be privileged partners for monitoring the FOs evolution in terms of cooperative promotion (new legal provisions concerning FOs and support for the mutation of FOs deemed ready). The project will support the operation of the RECA Call Center for the agricultural council as the first tool in an e-Extension system.

Another comparative advantage of NFOs was their capacity to undertake advocacy activities due to the legitimacy of their membership. Thus, **a good number of new designed COSOPs foresees an important role for FOs in policy dialogue.** Several initiatives proved how relevant this may be through the grants to RFOs (see specific paragraph below) and other examples like the Benin grant that was provided by IFAD to support the NFO FUPRO's auditions of candidates to the presidential elections on their agricultural development programme (see Box below). It is also even more relevant in this period of the UNDF where FOs have a lot to showcase to promote family farming in national policies.



### **Box 11: Benin Farmers' organizations conduct hearings with candidates to the presidential election**

In January 2016, prior to the presidential election, an apex FO organized the hearings of the candidates for the first time in the history of Benin. Its success was due in large part to the ability of the farmers' organizations to unite. The initiative was developed and managed by FUPRO, on behalf of PNOPPA. It was co-financed by Swiss Development Cooperation (SDC) and IFAD using IMI funding. This experience offers a number of lessons:

(i) involving farmer representatives from across the country promoted the ownership of the process by farmers while drawing lessons from similar experiences in Senegal; (ii) the farmer leaders' political neutrality was ensured as well as with a strict agenda for the interviews, an agreed code of conduct and a ban of campaign material during the event; (iii) involving professional media - private television to cover the interviews, as well as local radios and the press to disseminate the six candidates' interventions- allowed to reach a wide audience.

However, the communication strategy was limited by the financial resources available due to the high costs of media coverage during the period of the presidential elections. In addition, FUPRO had limited time to conduct the interviews that had to be organized prior to the official launching of electoral campaign.

Overall, this unique event demonstrated that Beninese farmers are visible and credible enough to defend their positions related to agricultural development in the public arena. This occasion enabled farmers' organizations to create the basis for a sound relationship with the elected President and Government, enshrined in a public and formalised commitment. Finally, this gave to the farmers' organizations a clear monitoring framework to conduct proper follow-up on policy dialogue.

The quality of designs requires full participation of FOs and **specific FO workshops** are good features. One key issue is that as people movements, FOs are bound to a broad basis that they always have to involve through democratic and participatory processes that incur costs and require time, conflicting with the tight agenda for managing IFAD country programmes. The survey showed that FOs workshop tend to disappear particularly in COSOP designs. These workshops should be broadened to embrace the whole rural civil society and be considered as the right tool to implement IFAD new strategy (see in the Box below). This was, for example, undertaken in Gambia where concerns and proposals were discussed during a citizen engagement meeting organized for this matter and the COSOP was updated to take into account key elements where relevant.

### **Box 12: IFAD new strategies and tools to help develop partnership with FOs in designs**

**Framework for Operational Feedback from Stakeholders**<sup>30</sup>. Approved in September 2019 by EB of IFAD, the Framework acknowledges that meaningful engagement with stakeholders – especially rural poor people and their organizations – is instrumental to achieving sustainable rural transformation, good governance and empowerment. By influencing the design and implementation of country programmes and projects, the Farmers' Forum is recognized as a key platform for improving IFAD's accountability to beneficiaries and ensure that stakeholders' needs and priorities are better taken into account.

**The Farmers' and Rural Producers' Organizations Mapping (FO-MAPP)**<sup>31</sup>. FO-MAPP is an interactive online database that provides geo-referenced information on local smallholders', family farmers' and other rural producers' organizations (FOs) in Africa, Asia and the Pacific, and Latin America and the Caribbean. It was developed with the support of IFAD and the World Rural Forum (WRF) and in partnership with FOs based on the needs expressed by FOs themselves in the context of the Farmers' Forum at IFAD and the campaign for the 2019-2028 United Nations Decade of Family Farming. Recognizing that it is often a challenge to identify and obtain reliable data on existing organizations, FO-MAPP was created to fill this critical information gap. Organizations can register in FO-MAPP free of charge by filling an online profile adding information about their contact details, status, membership, geographical outreach, services provided and agricultural products.

**How to do Note "Engaging with farmers' organizations for more effective smallholder development"**<sup>32</sup>: this technical document is a set of guiding principles (mostly based on the results and recommendations of the Farmers' Forums) and of lessons learned from existing IFAD portfolio that developed multidimensional partnerships with FOs. It is complemented with 3 operational modules on (i) How and when to do mapping and profiling of FOs? (ii) How to support FOs in designing business plans and (iii) Support to FOs' business models. It is made to help CPMs/CDs and Project design teams to better engage with FOs from COSOP design, to project design and implementation.

The trend to **formalize FO-IFAD partnership** to secure mutual commitment with the use of Declaration of Commitment (DOC) or a Memorandum of Understanding (MoUs) at country (Vietnam, Indonesia on the way) or regional levels (PIFON<sup>33</sup>) has been observed. Through a concise declaration, both parties

<sup>30</sup> <https://webapps.ifad.org/members/eb/127/docs/EB-2019-127-R-17.pdf>

<sup>31</sup> <https://www.fo-mapp.com/>

<sup>32</sup> <https://www.ifad.org/en/web/knowledge/publication/asset/40309991>

<sup>33</sup> The MoU between PIFON and IFAD is presented in Annex VIII

openly express their will of enhancing their relationships to increase opportunity to complement each other's programmes. Although such document is not binding, it constitutes a concrete sign of mutual recognition that can be easily referred to at key occasions: COSOP and project design, project implementation. The Regional FAFO and the action plans that came out of three of them are a way to operationalize the partnership.

**A new feature to promote competencies of RFOs in IFAD projects' designs /implementation** has appeared during the period under review. When the NFOs in the targeted country for the design are particularly weak, IFAD and RFOs have tested the approach to involve the Regional FO.

This was done in the projects' design (example of PIFON in the design of the Samoa project – see Box below) or the collaboration with the RFO is planned in the project's implementation like in the case of Guinea Bissau below where the weakness of the NFO's management capacities, in spite of its willingness to support dynamic local FOs, is to be compensated by a pro-active support and backstopping by the regional FO platform ROPPA to which it belongs.

**Box 13: RFOs' involvement in IFAD projects' design and foreseen implementation**

**In Guinea Bissau (WCA)**, during the REDE design, local leaders called for the support from their regional platform, ROPPA, who assisted them to participate in the project design. It is planned that during the Project implementation, the regional platform will provide a professional backstopping to the national FO to support local farmers organizations as cooperatives to ensure a better access to markets to their members and to local water users associations to sustainably manage developed irrigated lands within sub-catchment areas. During the process, the national FOs will rebuild their management and institutional capacities through these concrete activities with the ROPPA backstopping.

**In Samoa (APR)**, PIFON was involved in the design of the new project in Samoa (Samoa Agriculture & Fisheries Productivity and Marketing Project) as member of the team through (i) simple bilateral meetings in the capital, (ii) participation of FOs in multi-stakeholder discussions, (iii) organizing FOs workshop. As PIFON was part of the design team, implementation capabilities were available in country for engaging communities in farm plans. Other FOs will be involved in the project: SFA, WIBDI, METTI. A component on support to farmers and their organizations was developed by PIFON. In general, the entire project structure was elaborated with inputs from PIFON and SFA. FOs (SFA and WIBDI) are foreseen to be associated in the project implementation: (i) direct beneficiaries of capacity building/institutional development activities (outcomes are relevant either to the organization or to individual members), (ii) implementation partners with specific responsibility and (iii) as service Providers.

**C Partnership with FOs in investment projects**

Even if not captured in the quantitative data analysis of Section I, the review of interesting cases of partnership between IFAD and FOs in the countries enables to identify some key features of FOs' active participation in IFAD investment projects' implementation:

**IFAD investment projects providing direct funding of FOs' businesses or other economic services**

The review of several country cases shows that in the investment project portfolio of IFAD, this modus operandi has become a quite common feature especially in value chain projects, but it could not be properly captured in the survey. It is implemented using several models: (i) financing of FO business plans with FOs' contributing with a percentage to be deposited in a bank account (Case in Cameroon, Cote d'Ivoire, etc.); (ii) financing of joint Business Plans between FOs and private sector (this is foreseen in many new value chain projects like PADAAM in Benin); (iii) promoting public private producers organizations partnership (4P) approaches involving FOs with interesting results as in the Uganda VODP2 (case of Uganda see Box below); (iv) using NFOs to play a key role in bridging local FOs, project and Private sector (cases of Madagascar and Niger, see Boxes below).

**Box 14: Farmers' Organization – IFAD collaboration through public-private-producers partnership (4P) arrangement in Uganda (ESA)**

**Uganda (ESA)**, Kalangala District, Bugala, Bubembe and Bunyama islands, VODP (1998 – 2010) - VODP2 (2010 – 2019)

**Beneficiaries (Producers):** 2,063 smallholder oil palm outgrowers

**Farmers Organisation and Key partners:** Kalangala Oil Palm Growers Trust / Ssesse Oil Palm Growers Cooperative; Oil Palm Uganda Limited (OPUL) /BIDCO Uganda Ltd.; Government of Uganda;

**Volume of produce:** 187,936 metric tons of Oil Palm Fresh Fruit Bunches (Approx. 4038 ton/month)

**Financial Investment:** VODP2 (Oil Palm) US\$ 122 million

**Key Achievements :** In Kalangala District, 11,350 hectares are planted with oil palm comprising of 6,500 hectares on a nucleus estate owned by the private sector partner-Oil Palm Uganda Limited (OPUL)/Bidco and 4,850 hectares

by 2,063 smallholder farmers (39% females) under out-grower scheme organised in a trust. Smallholder farmers received advances worth UGX53 billion (US\$14.3 million) in form of production loans for garden preparation, maintenance and inputs (seedlings, fertilizers and garden tools), repayable on start of marketing of their produce through their cooperative.

End of November 2019, the farmers had harvested almost 190,000 MT of oil palm fresh fruit bunches (FFB), worth UGX 90 billion (US\$ 24 million) since 2010 when they started selling at the Palm Oil Mill (POM). The estimated net income per hectare per year stands at US\$ 1,500. Annual FFB harvests are now estimated at 45,000 MT valued at UGX 24.4 billion (US\$ 6.5 million); the number of farmers harvesting has reached 1,258 on 3,200 hectares of oil palm. The rest of the plantations are not yet mature. Smallholders, organised in a Trust, have a 10% shareholding in the Palm Oil Mill company (OPUL) and received dividends worth UGX 12.3 billion (US\$ 3.3 million) in the last two years. Farmers have so far repaid UGX 25 billion (US\$ 6.76 million) (47%) to Government from sale of the produce.

**The Process :** In 2003 VODP introduced commercial oil palm production into Uganda, piloting an innovative public-private-producer-partnership (4P) through an integrated processor-nucleus estate-smallholder model. A tripartite agreement was signed amongst the players to guide the partnership. The private sector partner was identified through a competitive process and negotiations among the partners undertaken. Farmers have been supported by Government to set up their cooperative, trust and lower level farmer organisation structures. The farmers are currently meeting the costs of the technical support services provided by their cooperative, to ensure continued service delivery and sustainability.

The arrangements reduce the market risks faced by smallholders, and ensure their access to quality inputs, technical know-how through their cooperative and investment credit. The private sector partner provided the seedlings and purchases the FFBs at a transparently negotiated price; Government developed the necessary public infrastructure and provided the producers with financial, technical and organizational support; the producers grow oil palm as a business, adopting the critical practices to guarantee the productivity of their crop while meeting environmental and social standards, in delivering the FFBs to the crude palm oil (CPO) mills.

**Box 15: FOs – IFAD collaboration to develop semi-wholesale agricultural markets in Niger<sup>34</sup>**

**Country, Locality :** Niger, Maradi region, ProDAF (2014-2023)

**Farmers Organisation and Key partners:** Regional federation of cooperative (Albichirinkou Manoma) with 21 unions, Maradi centre for service delivery ( Garkuwar Manoma regional cooperative) »; local farmer unions Kainuwa et Inuwa (member of the federation)

**Beneficiaries (Producers):** 9,000 FOs members (5,420 females) part of an estimated 15,000 producers using the market

**Volume of produce:** 60,300 tons of marketed agricultural products since opening of the market (25,000 t/year)

**Financial Investment:** ProDAF Maradi: US\$ 1,3 million for infrastructure (semi wholesale market, 2 collection centres); US\$ 77,000 to RFO for capacity building through an annually evaluated 3 year convention.

**Key Achievements:** To assess the flows of the main products and the revenues generated at the semi-wholesale market level, a MIS device was set up by market players (GIE) in collaboration with the NGO AcSSA. The large volumes of product flows recorded in these markets at harvest time are due to the fact that almost all of the production from the associated production areas converge on these markets. This result also highlights the effectiveness of the PO involvement approach in the marketing of agricultural products.

<sup>34</sup> See the full case study in Annex IX

Crop	2017		2018		2019		
	Flow	Monetary value (FCFA)	Flow	Monetary value (FCFA)	Flow	Monetary value (FCFA)	
Millet	2001	315 157 500	6712,3	1 081 687 145	6523,1	993 794 285	
Bean (white and red)	5846	1 529 956 660	5582	1 536 892 060	6887	1 291 725 720	
Decorticated groundnut	141,25	41 889 100	235,5	86 659 290	257,2	96 930 964	
Groundnut	711,5	94 046 070	2687	351 835 780	2162	305 598 700	
Sorgom	55,5	9 000 990	1685,5	259 465 870	1521,7	230 126 691	
maize	356	52 342 680	5293,5	867 287 040	6138,8	986 812 100	
Small tigernuts	17	2 013 310	1268	168 250 920	1452,5	132 685 875	
Big Tigernuts	0,5	102 655	1053	233 681 760	1000,5	156 628 275	
Sesame	246	108 240 000	370,59	208 271 580	412,75	244 141 625	
TOTAL	9 374,75	2 152 748 965	24887,39	4 794 031 445	26 355,55	4 438 444 235	
TOTAL Flow (Tonne)				60 618			
MONETARY FLOW (FCFA)				11 385 224 645			
MONETARY FLOW (USD)				19 330 000			

**The Process :** One of the pillars of the strategy of the Family Farming Development Program (ProDAF) is the improvement of the marketing conditions for agricultural products through the construction of semi-wholesale markets, collection centres and marketing platforms for agricultural products. These markets encourage exchanges on large volumes of production from several basins and are also places of services rendered to economic operators. To contribute to the achievement of this objective, ProDAF has bet on the construction of a multi-actor social engineering and the implication of organized rural civil society (FOs) to create from the start the conditions for active participation of all, the appropriation and sustainability of investments. The choice was made to strengthen the capacities of organized economic actors to play a role in the marketing of agricultural products at remunerative and competitive prices, through:

- i) Support for the revitalization / emergence of autonomous market management entities, the result of a public-private partnership with the municipalities; it is above all the fruit of social engineering;
- ii) Support for these autonomous management entities (GIE, FO unions) at the institutional level (management capacities, governance, organizational structure, etc.);
- iii) Access to market information (price level and trend) via the CRAs, the apexes and the NGO AcSSA;
- iv) The financing of market activities of FOs (BI, UCA) to inclusive Rural Microenterprises

The regional FOs' mandate is to support the organization and monitoring, according to their areas and specificities of intervention, of the market activities of member cooperatives and unions around collection centres, platforms and semi-wholesale markets of five ProDAF intervention areas. As for the Maradi Service Delivery Centre (CPS) a service cooperative, its mandate is to support the structuring, organization, capacity building and functional training, control and management of member cooperatives and unions. To this end, it provides control and management consultancy functions and conducts training for the benefit of unions responsible for the management of collection centres.

In Madagascar and in Uganda (ESA), either the national FO platform or a local FO acted as the bridge between the government, the farmers and the private sector. In the case of AROPA in Madagascar, the FOs were responsible for providing business training to farmers, with funding from the project, while linking the farmers to the local financial institutions to finance their business plans.

### **Box 16: Partnership between FOs and IFAD Country Programme in Madagascar (ESA)**

The IFAD-FO partnership in Madagascar dates back to 2008, when the formulation of the IFAD COSOP provided a platform for dialogue between IFAD, FOs and the Government. One of the strategic axes of the COSOP that emerged from these discussions, was to support the structuring of FOs, with the intention of enabling these FOs to become effective implementing agents in IFAD funded projects.

Two main examples were provided, namely regarding the Support to Farmers' Professional Organizations and Agricultural Services Project (Projet d'Appui au Renforcement des Organisations Professionnelles et aux Services Agricoles-AROPA) and the Support Programme for the Rural Microenterprise Poles and Regional Economies (Programme de soutien aux pôles de micro-entreprises rurales et aux économies régionales - PROSPERER).

In these two cases, the national FO platform acted as the bridge between the project, the farmers and the private sector. In the case of AROPA, the FOs were responsible for providing business training to farmers, with funding from the project, while linking the farmers to the local financial institutions to finance their business plans.

In the context of PROSPERER, the national platform engaged with the private sector, on behalf of its members at local level, and forged commercial partnerships with private sector companies to the benefit of farmers.

**The case of the GAFSP-Missing Middle Initiatives projects** needs to be analysed separately as it is not part of the IFAD programme of loans and grants but it is a separate innovative initiative of direct funding of FOs (where IFAD is playing the role of supervising entity) that is particularly targeting economic-related activities. In Mali, CNOP and AOPP project is about funding of young farmers' business plans and in EAFF, it is about the development of the online platform E-Granary enhancing marketing of agricultural products (see details in Section II). This specific grant is instrumental to demonstrate the capacity of FOs to sustainably implement funds towards business-related activities with high impact on poor rural populations.

**The trend to support FOs' economic services has also been a focus of the regional FOs Programmes** like SFOAP and MTCP2. Indeed the whole purpose of the component 3 of both programmes was to demonstrate that local FOs' capacities could be built to implement business-driven activities, to design models and make cases out of them for KM purposes within NFOs and RFOs networks. The example of VNFU can be highlighted<sup>35</sup> (where business models of 20 value chains were developed. The new FO4ACP will also be much more business oriented (as exposed in Box FO4ACP in Section II).

In terms of opportunities, it is also interesting to note that in the context of the internal reforms that IFAD engaged, private sector pilot approaches are tested through the Private Sector Financing Programme (PSFP), with the expectation to standardise and expand these activities during IFAD12. Amongst those pilot initiatives, the ABC fund was designed in 2018 to provide FOs and SMEs long-term finance through investment funds (loans, guarantees and equity investments) and technical assistance from the Agri-agency Agriterra.

#### **IFAD investment projects confirming interesting features to build capacities of both local and national FOs**

As far as fulfilling operational roles in investment projects is concerned, FOs are almost always, 90% of the cases, considered as beneficiaries being supported to develop their capacities. FOs are often local in 51% of the cases, and they are often not related to the NFOs in place. Unfortunately, this way of classifying operational roles may not capture a richer and more complex situation where national or regional FOs are themselves supported to build the capacities of local FOs.

The strategy used in several IFAD projects to build the capacities of NFOs to fulfil their mandate while building capacities of local FOs directly involved in the projects is becoming a trend. This feature consists in giving to NFOs the responsibility to undertake the capacity building of local FOs or sub-national FOs (their members or not). This can be done through partnership agreements between the project and the NFO. It is particularly interesting as it provides the following positive impacts: (i) it strengthens connections and linkages between national FOs and local FOs, (ii) it builds capacities of NFOs on areas that is their mandate, (iii) it enables the NFO to be connected to local FOs' issues and therefore identify key areas needed for policy dialogue, and (iv) it contributes to the sustainability of the projects' intervention.

This feature is used in several IFAD investment projects at country level: (i) in Chad project, the NFO CNCPRP asked to be capacitated in order to provide service to the local FOs and to undertake advocacy on business development matters (see Box below); (ii) in Burundi, FOs, including CAPAD, are involved

<sup>35</sup> see Annex X on VNFU-IFAD Collaboration

in the structuring of cooperatives and the promotion of agricultural products; (iii) in Niger, regional cooperative created a service cooperative amongst themselves whose mandate is to provide economic advices and audit services to its members (see box 15 above); (iv) in Tunisia, within the PRODESUD project, two local groups were supported by their regional Union for regeneration of 50,000 ha of degraded grazing lands<sup>36</sup>; (v) in Benin, the NFO has a contract with IFAD project to help undertake structuring of the FOs in the targeted value chain (PADMAR); (vi) in Madagascar, in the new design, the NFO was given the responsibility to train the local FOs on Farmers Field Schools; (vii) in Vietnam, such feature has also enabled to connect farmers groups that were supported by an IFAD project to local Farmers' union, therefore fostering the structuring of the farmers' movement.

**Box 17: Foreseen role of CNCPRT in the new IFAD project design in Chad**

In Chad (WCA), during the design of REPER project, CNCPRT, the national FO, advocated to play a more active role in the project implementation and to be supported to strengthen its branches to follow up FOs in the field. The REPER will support the CNCPRT on two aspects: (i) accompanying organizations of producers at the grassroots and at different levels of structuring, to strengthen their associative dynamic, their ability to deliver technical and economic services to their members such as input supply, technical advice, market information and prices, mobilization of working capital, access to equipment, group marketing and the provision of post-harvest services (sorting, grading and packaging); (ii) strengthening the national structure itself to contribute on specific issues such as the establishment of the Chamber of Agriculture, the law of agricultural orientation, the consultation on rural land as well as the popularization of the OHADA legislation on cooperatives.

This kind of support recognizes the dual capacities of the NFOs to both build the capacities of the local organizations and to carry on policy dialogue at the national level, and both aspects may be considered as capacity building. These two aspects reflect two important perspectives that may feed each other to increase NFOs legitimacy: a concrete support to local FOs for them to deliver effective services to producers and a recognized voice at the national level to contribute to the evolution of the policies affecting family farming.

This feature is also a key aspect of the regional FO grants that were implemented in the last ten years in Africa and Asia-Pacific. Indeed, one key aspect of these FO programmes is that funds are supporting RFOs/NFOs' internal strategies and visions, therefore their internal modus operandi to build capacities of their FO and farmers' leaders members. Several good examples of capacity building strategies exist such as the Université paysanne and the peer to peer training of leaders in ROPPA.

**Limits identified in Projects' implementation**

The observed decrease of FOs involvement as implementation partners, from 70% in 2014-2015 to 54% in 2018-2019, also questions either IFAD or governments' willingness to build on the capacitated FOs by previous projects or the fact that new projects occur in new areas where local FOs may never have been supported before. However, in a project timeframe, and since overtime FOs aspire to become professional implementing partners able to serve their clientele and fulfil their mandate, it would be interesting to measure/assess such evolution.

It is observed that in some countries, projects teams face **difficulties to contract FOs in a competitive context** with strict procurement rules that de facto tend to exclude FOs who are less experienced in fulfilling the required information even if they have been assessed as qualified during the design of the project.

Another element hampering the development of the partnership is related to the lack of additional instruments that could answer to non-planned requests from national FOs (i.e. national workshops, follow-up activities on national farmers' forum).

To ensure an effective participation of FOs in investment projects, the government and IFAD must truly base their partnership with FOs on a clear deal detailing accountabilities and responsibilities along with the procedural consequences in terms of expected fiduciary capacities that have to be aligned on both IFAD and national requirements (public procurement, disbursement procedures and external audit). Implementing investment programmes requires a specific and highly professional administrative set-up within NFO that may overcome the internal existing one. When project performance indicators become low, even with legitimate reasons, the national credibility of the FO may be affected and it have may have difficulties to be listened to by the government. For example, In the Guinea case, the NFO in charge of implementing PNAFAA faced such a challenge. The project was re-configured with all infrastructure being placed under a ministry nominated project management unit fully staffed with civil

<sup>36</sup> see Annex XI

engineer and fiduciary professional staff. The NFO could then refocus on its mandate to support its members' capacities in the selected value chains.

The selection of FOs -regardless of their mandate- and as any other project service providers, may also bear the risk of pushing FOs start behaving as NGOs instead of developing their strategic plan as farmers' representatives. Thus, FOs direct targeting (based on mapping and profiling of FOs) can be considered as part of the project design process.

#### **D Partnership between IFAD and FOs through grants**

##### **Complementarity and synergies between loan and grants**

The results of the quantitative data analysis did not capture the impact that regional Grants to FOs – especially SFOAP and MTCP - have on the enhanced partnership at national level. However, several cases and experiences coming from RFO grants reports and from the open questions in the FAFO survey show that the strengthening of the RFOs in the various regions has generated an increased collaboration between FOs and IFAD country programmes.

SFOAP and MTCP2 intervene in areas rarely covered by IFAD investment projects thus complementing the support and making FOs, especially at the national level, solid and reliable partners to enter into the processes of design and implementation of IFAD investment projects. The key complementary role of regional programmes is played in the following areas:

- FO grants provided support on **institutional development, knowledge building and dissemination**: support oriented at improving the FOs capacities, internal procedures, financial management, and solid democratic governance to be reliable partners. In addition, this is instrumental to generate a catalytic effect in term of new partnerships and resource mobilization for the FOs and to trigger a process of innovation and replication. The FOs supported by SFOAP increased credibility, recognition and visibility towards partners, especially governments and other donors: in total, the SFOAP-targeted FOs have developed 186 partnerships developed for a total amount of EUR 17million raised (leverage of SFOAP funds by 2,14).
- FOs grants have enhanced **FOs' policy engagement** and agenda through the support to advocacy in various key areas of concerns impacting on the family farming sector. Thanks to SFOAP and MTCP programmes, FOs gained professionalism in the advocacy area, they were able to document cases and to consult their constituencies on key issues; this has increased credibility towards partners that requested more and more FOs' opinion on several issues. Concrete impact of this support is the fact that SFOAP-targeted FOs are now invited to be part of 256 consultation bodies or mechanisms. FOs managed to reach concrete policy dialogue achievements, such as the EAC Cooperative Societies Bill by EAFF<sup>37</sup>, or removal of several taxes in the area of crop production in Tanzania by ACT (see Box below). Moreover, EAFF ROPPA, PROPAC and AFA were mandated by IFAD to be part of the organization or in charge of monitoring the outcomes of IFAD's regional Farmers' Forum in ESA, WCA and APR regions.

##### **Box 18: Impact of ACT (Tanzania) consultation meetings on agricultural policies**

ACT, a Tanzanian national FO member of the SACAU RFO, organised 6 consultation meetings with the Ministry of Agriculture, parliamentary committee on budget, parliamentary committee on Agriculture, Ministry of Trade and Ministry of Finance. The issues that were usually discussed during these consultations were to do with agricultural inputs, tax reforms; business environment in the country and the development of a blueprint for enhancement of regulatory bodies in Tanzania. As a result of engagement with Parliamentary committee on agribusiness environment such as nuisance taxes in the agriculture sector. Through these meetings and other lobbying events, ACT managed to have about 117 different charges, fees and levies being removed by Ministry of Agriculture, Livestock and Fisheries (MALF) in areas of crop production, cooperatives, livestock production and fisheries. In addition, the Government through the Ministry of Finance agreed to exempt VAT and import duty on capital goods to reduce procurement and importation costs on machines and plants used for agricultural production.

Source: SACAU SFOAP Completion Report, 2019

- On the **provision of economic services**, FO grants have improved the capacity of FOs to provide economic services to their members and to link to value chains for profitable business initiatives, increasing income and create job opportunities. SFOAP enabled a real change of mind-set within FOs at all levels. RFOs particularly, but also NFOs, have switched their vision from “all-advocacy” towards “integration of the economic services” to their mandates. Thanks to

<sup>37</sup> See case in Annex XII

MTCP2, the capacity in the field of economic services has allowed for example, FNN and CFAP (NFOs in Cambodia) to be implementing partners of IFAD AIMS (Accelerating Inclusive Markets for Smallholders) project that aims to develop credible value chains, inclusive markets, build local and institutional agriculture capacity thereby increasing smallholders' income.

There are cases of FOs that explain clearly that it is their involvement in the SFOAP or MTCP2 grants that has strengthened them to become more professional and credible partners for IFAD country programmes and even more. Key examples are CAPAD<sup>38</sup> and PIFON<sup>39</sup>, where the chain of events is clear: thanks to the SFOAP/MTCP2 support, these FOs have been strengthened and capacitated to be more involved in the design of (i) first IFAD COSOPs, (ii) then IFAD investment projects at national levels, (iii) then to be actively nominated to be key implementing partners of these projects (see PIFON case in Box below).

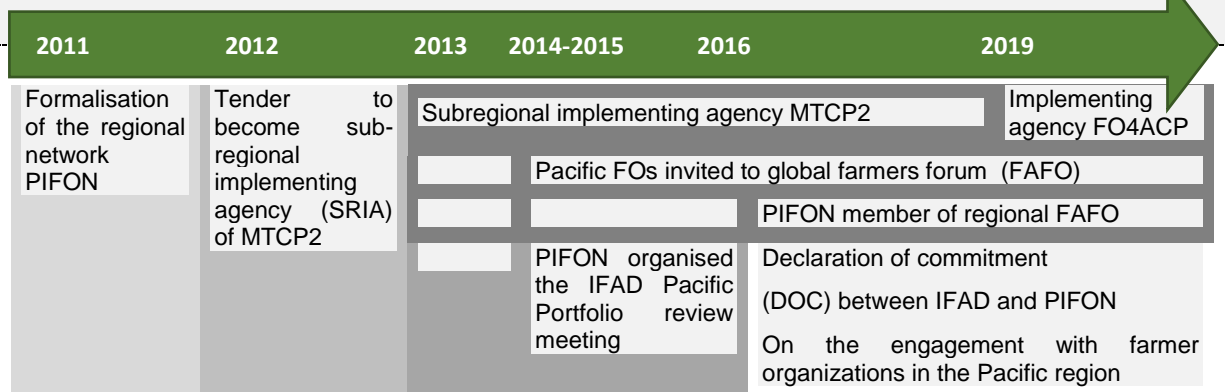
In addition to partnering in the core business of IFAD, CAPAD and PIFON have pushed the collaboration further. For example, IFAD contributed in the FOs' national forum establishment in Burundi ; IFAD also mandated PIFON to organise several events. These FOs' increased professionalism and visibility has led to increased credibility towards other development partners therefore enabling FOs to raise additional funds for their FOs networks.

**Box 19: Increased collaboration between IFAD and PIFON in the Pacific Region**

Background: Since 2008, the Pacific Islands Farmer Organisation Network (PIFON) has served as a regional umbrella organisation for seven National Implementation Agencies (NIAs) gathering 19 farmer member organizations in nine countries (Fiji, Papua New Guinea, Samoa, Solomon Islands, Timor Leste, Tonga, Vanuatu, Cook Islands and New Caledonia), reaching 80,000 family farmers.

For more than 30 years, IFAD has been providing funds to help rural people in the Pacific region improve their lives. IFAD's strategy in the region is centred on helping rural people to produce local food crops, especially indigenous and traditional foods in response to both climate change and nutrition issues. Since 2013, IFAD resources for projects for the region has more than doubled to reach US\$15 million.

**Increased partnership between Pacific FOs, their regional network and IFAD**



**Main Outcomes**

**Outcome 1:** Pacific FOs are actively involved in the design and implementation of new IFAD projects

Table 1: Modalities of involvement of FOs in IFAD project design and foreseen role in implementation

Name of the project	Country, region	Role of FOs in the design process	Outcomes
Fiji Agricultural Partnership Project	Fiji	2 PIFON board members involved PIFON FO members involved in design consultations	PIFON as possible service provider (SP) PIFON invited to launching workshop in April 2016
Youth and organic agriculture for resilience	Cook Islands, Niue,	Consultation of PIFON	PIFON as possible service provider (SP) PIFON invited to launching workshop in November 2015

<sup>38</sup> See full case study in Annex XIII

<sup>39</sup> See full case study in Annex XIV



	Marshall Islands		
Farming as a Business – Samoa*	Samoa	PIFON to lead the design FO members involved	FO capacity development and service provision in the new project
Farmer Organizations for Africa, Caribbean and Pacific	ACP	PIFON piloting the whole design of the project for the Pacific region	PIFON managing the implementation of the project in the Pacific region

**Outcome 2:** Pacific FOs are actively engaging with IFAD Staff and Project Managers: PIFON acted as service provider for IFAD and hosted two IFAD-driven regional events: (i) in 2014, the first Pacific Regional Workshop in preparation of the 2nd Global Meeting of the Indigenous Peoples' Forum (ii) In November 2015, IFAD-Pacific Programme review workshop. It was the occasion for PIFON to (i) present their work with FOs in the region, (ii) to provide contributions to ongoing and new IFAD projects and (iii) to network with all project coordinators.

**Outcome 3:** Pacific FOs and IFAD collaborate to raise awareness on key policy issues: Women in Agriculture and Climate Change adaptation during two side events associated with a regional major agricultural event - Pacific Week of Agriculture in 2016 and 2019.

### **Grants to FOs as a venue to reinforce IFAD mainstreaming topics**

Section II shows that apart from the main regional grants to FOs, other grants to FOs were designed (or implemented) in the period under review with a strong focus on gender, youth and climate changes. These issues are common concerns of IFAD and farmers' organizations and they should continue to be mainstreamed through grant support. The fourth mainstreaming topic of IFAD – nutrition – is yet to be part of these grants to FOs and there are probably several topics where Grants to FOs on nutrition would make perfect sense (family farming diversity of products, territorial markets, local food promotion, promotion of agro-ecological products, etc.).

### **E First take-away from the regional FAFO experience**

#### **Example of concrete follow-up of country action plans**

Despite all challenges encountered in the preparation and venue of the regional FAFOs (see Section III), there are encouraging developments in some countries where action plans designed in the regional FAFOs were used to pilot the IFAD-FO partnership. As an example, in Burundi, several outcomes can be reported, as seen in the CAPAD case study in Annex XIII and in the Burundi Action Plan resulting from the ESA regional FAFO in Annex XV.

The 2020 Global Meeting of the FAFO will also be an opportunity for regional FAFO SCs to take stock of their experiences, capture strengths and limits, and make recommendations<sup>40</sup> to the Farmers' forum

#### **The expectations of FO representatives regarding the regional FAFO process**

The survey submitted to FOs' representative's members of regional FAFOs' SCs was able to capture their expectations with regard to the regional FAFO. To the question "what should be the major achievements of the regional FAFOs in ten years?", key answers were the following:

- ***Increased FOs' participation in IFAD project cycle:***
  - FOs participating more actively in designing and monitoring IFAD projects to ensure that local FOs are reached in order to have (i) an economic impact, (ii) the creation of innovations and (iii) the improvement of the FIDA-OP partnership;
  - FOs involved in the implementation of IFAD investment projects and where possible, acting as professional implementing partners;
  - Strengthened and strong small-scale FOs capable of assisting their members to access to IFAD programmes and effectively contributing to reduction of poverty at household level.
- ***Increased collaborations between IFAD and Regional FOs***
  - Enhanced relationship between subregional organizations and IFAD staff in charge of regional operations, offering greater opportunities for joint work.
- ***Enhanced IFAD partnerships with other technical and financial partners to support FOs***

<sup>40</sup> A first set of recommendations can be summarized from the survey results and are presented in Annex XVI

- Complementarity actions between IFAD, FAO and IICA in the region, induced by an improved knowledge of the FOs leaders about the instruments offered by each of the agencies (eg. LAC).
- ***Improved IFAD-FO joint policy engagement at national and regional levels***
  - Increased partnership between FOs and IFAD country teams leading to better policy engagement of FOs with governments on behalf of family farmers. This can occur at regional and national levels.
- ***Improved family farmers' stand on IFAD key mainstreamed topics***
  - **Gender and Youth:** (i) increased youth and women participation in agribusiness through IFAD funded programmes, (ii) confident youth engaged in agriculture ensuring food security at the local and national level.
  - **Climate change:** (i) adoption and promotion of climate smart agriculture (ecological-organic agriculture in ESA Region); (ii) enhance climate change resilient communities where farmers have better entrepreneurial skills and capabilities; (iii) enable FOs to produce enough food in a sustainable manner in accordance with the transition towards agro ecology and according to the SDGs.

## Conclusion and Way forward

This 2020 Session of the Global Farmers' Forum is organized at a key strategic moment for Farmers' organizations and IFAD. After celebrating the ten year anniversary of the FAFO in its last session of 2016, the FAFO has experienced for the first time a decentralization process that was effective in four out of the five regions where IFAD operated. On IFAD's side, a set of internal changes and reforms were engaged and are currently work in progress, such as decentralization of IFAD operations closer to farmers and their organizations at national and regional levels, but also the replenishment of the Fund under IFAD 12 where new and innovative orientations are emerging.

This partnership in progress report is inviting us – in IFAD and in FOs – to take a moment to sit back and reflect on several issues and opportunities, as it is clear that the maturity of the partnership between IFAD and FOs has considerably evolved in a positive manner since the Global FAFO was created in 2006.

First, it is true that the quantitative analysis of the partnership shows a relatively high stabilization of the partnership between IFAD and FOs both in COSOPs and projects designs. However the apparent global decline of the quality of the partnership (mainly in the COSOP design, but also in the ongoing projects), when one can observe many country cases with interesting collaborations between IFAD and FOs, is questioning the methodology and inviting us to revise how the partnership is assessed. Indeed it is important to now capture the confirmed or new trends and modalities of IFAD-FOs' partnerships that have proven to be efficient in achieving impact for smallholder farmers. With the new IFAD strategy on "*Stakeholder consultation and feedback mechanisms*" approved in December, it is also an opportunity for FOs to push for more systematic consultation of FOs representatives in IFAD designs.

The report highlights interesting features in the way FOs are now engaging with IFAD projects and country programmes. One key feature that is becoming more and more common is the FOs benefiting from financial support to their business plans, alone or within 4P approaches. Other innovations to support FOs' economic services, such as the GSFSP-MMI programmes managed by FOs, are also pilots in finding proper strategies to directly finance FOs as private sector entities. These experiences should feed in IFAD's reflection on how to engage concretely with FOs as private sector entities to achieve impact on family farmers.

The 2020 FAFO is also a key moment to take stock of all the results and lessons learned from the implementation of the two major grants to regional FOs – SFOAP Main Phase and MTCP2 – that were both completed in 2019. This report has highlighted the instrumental role these FOs grants have played to build the capacities of RFOs and NFOs to be more professional, accountable partners for IFAD, for governments and for their other partners. Even if it was not easy to capture, there have been several concrete positive impact of the regional grants to FOs on the evolution of the partnership between IFAD and FOs in national (but also regional) levels. This FAFO invites us to collectively continue to capitalize on these experiences to inspire others.

Beyond these achievements, the success of these regional grants to FOs has led to the design of new phases of these programmes in support to these regional FOs. A new phase in Africa with FO4ACP and in Asia with APFP were or are about to be approved. These programmes are extending the geographical coverage to the Caribbean's (that will be supported through the FO4ACP) and to Latin America (through the FO-LAC to be approved soon).

Moreover, these programmes have provided the opportunity for unique partnership development between IFAD, FOs and strategic donors - in the first line EC – the ACP secretariat, but also SDC, that was instrumental to the organization of Global FAFO meetings. Last, but not least, the long-term technical partnership with AgriCord is renewed in the future interventions and it will be instrumental in future programmes to build business capacities of local FOs. Renewed efforts to better monitor and evaluate progress in the partnership generated by these FOs grants need to be made.

The regional FAFOs have been organised in most of the regions. Even though the outcomes and impacts generated on the partnerships at country level were below expectations, and considering that this decentralization process occurred at a critical moment for most IFAD staff engaged in operations, it was reported by CPMs and FOs participants that the regional FAFOs added value compared to the global FAFO on various aspects: ownership, increased participation of FO leaders, more interactions with IFAD staff and IFAD projects' staff, and a greater tribune for policy dialogue. It therefore seems like a relevant venue with a lot of potential to provide continuous enhancement of IFAD-FO partnership closer to farmers' issues and to IFAD operations.

The Partnership in progress report once again shows that the partnership between FOs and IFAD is generating important results in the policy dialogue area to enhance conducive policy environment for family farming development. FOs are more and more recognized by IFAD CPMs/CDs for their relevant inputs on policy dialogue areas as they participate in COSOPs' designs. Grants to RFOs have also been instrumental to achieve several key policy processes.

The overall capacity of FOs that were enhanced with IFAD and other partners' support is also key as we enter in the UN Decade for Family Farming with all the challenges faced by family farmers. It seems that a good combination between enhanced regional dialogue using regional FAFOs' venue and regional FO grants can catalyse many opportunities for efficient, inclusive, sustainable and pro-poor partnerships in the future.